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ABSTRACT

The National Treatment Alternatives to Street Crime (TASC) Program is assessed in terms of process effectiveness and cost benefits of the program. Major conclusions are: (1) the TASC processes of identification and screening, diagnosis and referral and client monitoring are being effectively performed; (2) TASC is a very positive factor in the treatment process, and is achieving impressive success rates; (3) TASC projects provide a progressive element in the CJS environment; (4) projects succeed or fail based on the quality of the staff rather than organizational structure or other factors; (5) poor files and inadequate information management are widespread among TASC projects reviewed; and (6) TASC offers the CJS a beneficial and cost effective alternative for drug abusing offenders. (Author)

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NATIONAL EVALUATION PROGRAM
Phase II Report

Evaluation of Treatment Alternatives to Street Crime

U.S. DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
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ABSTRACT

The objective of this effort was to assess the effectiveness of the National Treatment Alternatives to Street Crime (TASC) Program. The methodology addressed process effectiveness and cost benefits of the program. Major conclusions are:

- The TASC processes of identification and screening, diagnosis and referral and client monitoring were effectively performed.
- The 12 projects included in this evaluation accounted for 4,598 client admissions during the study year analyzed. Of these, 52.9 percent were admitted to TASC prior to their trial, 44.6 percent were admitted post-trial and the trial status of 2.6 percent was indeterminate.
- TASC has been a very positive factor in the treatment process, and has achieved impressive success rates. This is noteworthy given the serious crimes and drug involvement of offenders served by TASC.
- TASC projects have provided a progressive element in the CJS environment. TASC has often been a leading change factor yielding benefits to the offender, CJS and treatment community.
- Projects succeed or fail based on the quality of the staff rather than organizational structure or other factors.
- Poor files and inadequate information management are widespread among TASC projects reviewed.
- TASC offers the CJS a beneficial and cost effective alternative for drug abusing offenders.

ACKNOWLEDGEMENTS

This evaluation of the TASC program was a team effort. This is true both for the project team and for our relationships with the cognizant LEAA officials. Dr. Helen Erskine and Dr. Richard Barnes of the NILECJ and Mr. Peter Regner, Drug and Alcohol Abuse Coordinator, were particularly helpful and supportive throughout the project. Dr. Erskine, as the Government Project Monitor, always available for consultation, provided direction and comments which improved our product. Dr. Barnes and Mr. Regner participated in each review meeting, and their insights and guidance are greatly appreciated. In addition, Mr. Regner assured ease of access to TASC projects, to their data, and provided encouragement through use of our site visit reports. LEAA support helped to maintain project momentum and assured our completion on schedule.

The members of the TASC projects we visited were all helpful, accessible, candid and made our work enjoyable and worthwhile. They are not cited here so as to maintain their privacy and not disclose the projects included in the study. Each project, however, has a feedback report resulting from our site visit which acknowledges its contribution. It should be stated here that the project team was continuously impressed with the dedication and skills at each site.

The project team included System Sciences, Inc. staff and consultants with whom we have collaborated in several related studies. They are listed alphabetically, as each made a significant contribution to this study.

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The major contributors to the final report were Mssrs. Sample and McCahill and myself. We are all indebted to Mss. Sandi Gosbee and Carolyn Doekel for the quality of their work in document organization and reports preparation throughout the project.

Finally, I wish to compliment the team members on their perserverence, adherance to schedules, maintenance of data quality and the scope of their analysis.

Joseph Romm
Project Director

SUMMARY

This report presents the methodology, findings and conclusions of the Phase II evaluation of the national Treatment Alternatives to Street Crime (TASC) Program.

Objective

The primary objective was to assess the extent to which TASC meets its goals and fulfills its functions. Specifically, the evaluation was designed to assess the effectiveness of TASC'

- o identification of potential clients
- o diagnostic and referral procedures
- o monitoring activities, and

to analyze the cost-benefits of the TASC process.

The evaluation was limited to process analysis, excluding any longer term outcome analysis.

Methodology

The diverse nature, structure, years of operation, geographic location, sponsoring agency characteristics, and socio-demographic characteristics of clients served dictated a flexible evaluation design.

Our structured methodology included:

- o sampling of TASC projects -- stratified by project maturity and size, organizational affiliation, and geographic location, the variables deemed most important to obtain a representative sample;
- o interviewing -- using checklists of items and data elements to be covered, rather than a formal interview instrument;
- o reviewing and extracting data from client records -- sampled so as to provide client representation in all of the potential sources of entry to TASC, and representative of rejections, admissions, successful and unsuccessful terminations;

- obtaining budget and expenditure data -- including functional distribution of costs for a recent year of operation;

- providing detailed TASC evaluations back to each TASC project visited -- for review, comment and agreement on accuracy of data and findings.

Quantitative and qualitative data were acquired on project organization, client flow, functional effectiveness and costs at 12 sample projects, preceded by a pilot test at two projects.

The project team was multidisciplinary and included nine professionals. Onsite data acquisition was accomplished in a 3-day visit by three to five team members. The number on the site visit team was determined by project size and complexity.

Major Conclusions

General program conclusions are:

- TASC has become a service project to the entire CJS. It has adapted to local environments and to changing public attitudes. This has moved most TASC projects from the original model of pre-trial diversion in lieu of CJS processing to a sentence alternative to incarceration. This change in design has had a positive impact on the CJS, and enabled TASC to provide a service desired by the CJS.

- Clients are acquired through both pre-trial and post-trial routes. However, at the 12 projects evaluated, a total of only 8.6 percent of the clients were truly pre-trial diversion clients. All the others went to trial. A summary distribution by CJS intervention point of the 4,485 clients admitted to the 12 study projects during the study year follows:

Intervention Point	Percent of Total
Bail/ROR	13.0
Pre-trial Diversion	8.6
Conditional Pre-trial Release	17.2
Jail/Prison Treatment	18.6
Court Mandated Treatment	12.8
Probation Referrals	18.7
Parole Referrals	11.1

- TASC Projects visited admitted 80 percent males/20 percent females at the median, and these clients were racially balanced, determined primarily by the racial mix in the jurisdiction served. Most TASC projects admitted clients with serious, non-violence offenses, abusing heroin or other hard drugs. One project admitted a predominance of alcohol abusers charged with felonies. As local hard drug arrests decline (a national trend) TASC might well consider expanding to include alcoholic offenders who represent a significant burden to the CJS. Otherwise, TASC may well decline as the hard drug problem declines.

Effectiveness conclusions:

- The screening process is effective in identifying potential clients. This conclusion holds regardless of the screening model selected. However, there is little relationship between the effort and funds expended and the percent of screened offenders admitted to TASC.

- Diagnosis and referral functions were effectively performed by TASC. Both CJS and treatment agencies value the diagnosis service. In fact, the judiciary, probation and parole in some cities rely wholly on TASC for this service.

- Client monitoring by TASC projects is generally excellent. Development of TASC credibility within the CJS and especially with the judiciary is based on close client monitoring and reporting on progress, client splits and failures. However, we did find that the monitoring data available to TASC projects were not used for self-evaluation.

- TASC process outcome is beneficial when outcomes of TASC clients are compared with non-TASC clients. Treatment programs visited reported higher retention rates for TASC clients, which they attributed to close monitoring and TASC reinforcement of the treatment process. Process success rates (successful completions plus retention in treatment) amounted to 64 percent for all clients admitted, and three projects achieved 80 percent success rates. It is noteworthy that these three projects deal with many serious felons and one deals with hardcore alcoholics.

- TASC is cost effective. The median annual cost per TASC client was $637 and the median annual cost per successful client was $888. Costs per client declined as projects gained in maturity, i.e., operated over longer periods of time.

Three measures of overall cost effectiveness were derived to assess TASC' contribution. These were:

- TASC costs vs. trial costs
- TASC plus treatment costs vs. trial plus incarceration costs
- Societal costs averted during the TASC process.

In all three measures, using the most conservative estimates for comparative costs, TASC provided a lower cost alternative, cost benefits to both the CJS and the community.

I. INTRODUCTION

The Treatment Alternatives to Street Crime (TASC) Program is designed to offer the CJS alternative options for processing the drug abusing offender. Currently, there are approximately 40 TASC projects operational in the United States and its territories.

The primary TASC functions include (1) screening of the arrestee population to identify drug abusing offenders, (2) diagnosis of drug problems and referral to community based treatment and (3) monitoring progress in treatment and providing offender accountability to the CJS. TASC projects provide the linkage between the CJS and the treatment community thereby allowing the CJS to select an option which can intervene either pre-trial or as a sentence alternative.

A. Evaluation Objectives

The primary objective of this study effort was to assess the extent to which the National Treatment Alternatives to Street Crime (TASC) Program fulfills its goals and functions. The scope of the evaluation was limited to process analysis. Outcome analysis beyond the TASC process was excluded from the study, as this longer term evaluation was to be performed under other auspices.*

Specifically, this evaluation was designed to address four major TASC program issues:

- Effectiveness of TASC' identification of potential clients
- Effectiveness of TASC' diagnostic and referral procedures
- Effectiveness of client monitoring and retention
- Analysis of cost-benefits of the TASC process.

In addition, there were a set of program elements which were to be evaluated, such as:

- Potential clients missed by TASC
- Impact on jail tensions

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* See Treatment Outcome Prospective Study, National Institute on Drug Abuse, RFP No. 271-77-1205, March 1977.

- Eligibility criteria for client acceptance in TASC
- Factors affecting institutionalization (absorption of the TASC project as an institution of local government after termination of the initial LEAA seed grant).

B. Overall Evaluation Design

The diverse nature, structure and years of operation of active TASC projects, as well as differences in their geographic, socio-demographic and sponsoring agency characteristics, dictated that the evaluation design be flexible; include both subjective and objective data acquisition; include interviews based on a checklist of evaluation items with all of the intra-government, treatment and community interfaces with TASC; and cover an adequate operational period to obtain comparative data from the TASC projects included in the evaluation.

Twelve TASC projects were included in the national evaluation sample, selected to provide representation of the spectrum of factors considered important to the effectiveness of the TASC process. These included:

- Maturity of the TASC Project -- how long has it been in operation. Our hypothesis is that the more mature projects have discovered and corrected operational difficulties and arrived at locally effective processes.
- Organizational affiliations -- structure of local government in which TASC is located. The operational environment can be significantly different if TASC is an arm of a Health Department or part of the CJS structure. A sub-set of this is whether TASC is still supported by federal start-up funding or is institutionalized as a normal function of local government.
- Geographic location was expected to cause differences in process (to respond to regional differences in objectives, drug abuse patterns, and CJS attitudes) and in costs (always subject to regional differences).
- Size of the TASC project, based on client throughput, was anticipated to impact on process both in the scope and variety of services and in its interface with the CJS, treatment agencies and community.

The projects selected are mentioned in Appendix A found at the end of this report; however, they are not identified by name in any of the analyses or observations presented in the body of the report. Individual evaluation reports were provided to each project following the evaluation team's site visit. This report presents evaluation findings for the National TASC Program, based on the sample of 12 projects.

II. TASC PROGRAM'S OPERATIONAL ENVIRONMENT

This Section addresses the several major elements which impact on a TASC project's operation and the national TASC program. These include the original conceptual model of a TASC intervention process, the real world interface with the CJS process to obtain clients, the role and influence of the TASC sponsoring or parent agency, the number of years during which the TASC project has operated and matured, and finally, the general decline in drug related arrests.

A. Original Model vs. Current TASC Configurations

The original TASC concept depended on a pre-trial diversion model. TASC would identify arrestees who were opiate addicts or abusers and interested in volunteering for TASC treatment. TASC would request that the CJS divert the case from normal CJS processing conditioned on TASC participation. The benefit offered to the arrestee would be the opportunity to have the charges dropped and the arrest record expunged. In addition, with trial averted, more serious criminal justice sanctions, such as conviction and possible incarceration would be avoided. The classic TASC model promised the CJS both a quick, efficient system for processing drug involved offenders and rehabilitation for a highly recidivist group. It would offer the arrestee a very desirable option, one not easily refused.

This model made some basic assumptions which were essential to TASC' development:

- o That enabling legislation existed on a local level to effect this type of diversion or non-trial disposition.
- o That where legislation existed, the CJS was willing to use the authority.
- o That the target arrestee group, the opiate addicts or abusers, would be eligible for these programs.

These assumptions have proved to be misconceptions in part or in whole in most jurisdictions where TASC was implemented. Most frequently, enabling legislation was not the major stumbling block. The basic obstacle was the system's unwillingness to divert criminals. Even when diversion was an option utilized by the system, it was generally limited to first offenders and non-drug involved individuals. If any drug offenses or offenders were included as eligible, they were usually related to soft drug use such as

marijuana. The crimes of hard drug users were not ones which the CJS considered lightly. The system, in particular the prosecutor's office, has not been willing to suspend prosecution in these cases and for these individuals regardless of what rehabilitative opportunities were offered. In effect, a diversion, non-conviction option for hard drug users had not been palatable to the CJS. Even when the system agreed to divert these individuals, the process established to effect this diversion was laden with safeguards. This produced both a cumbersome, inefficient case processing system and also severely limited the numbers of individuals eligible and interested in participation.

Of necessity, TASC projects tried to identify alternate points in the CJS where the TASC treatment intervention was a more realistic possibility. They discovered that offering evaluation, referral, treatment and monitoring services for an addict population was welcomed by the CJS. The point in CJS processing where it has proved to be valuable was in post-conviction setting as a sentence alternative program. For example, individuals who may have been sentenced to prison terms might receive suspended sentences conditioned on TASC participation. Probations became more attractive as sentencing options for the judiciary with the addition of a TASC stipulation.

Primarily through this sentence alternative mechanism and to a lesser extent, a variety of other means such as conditional bail release, probation and parole aids, TASC diversified and became an option which the CJS used in the handling of drug involved offenders. Most TASC projects joined with the CJS at numerous points and acquired clients through many referral pathways and sources. In this section each of the possible referral pathways by which TASC programs acquire their clients, is described in detail.

Before this more specific discussion, there are some important distinctions which must be outlined. There has always been confusion among TASC projects on what constitutes a pre-trial referral, and what, a post-trial referral. We believe that the roots of this confusion are related to the original TASC concept. As we have outlined above, the classic TASC model was a pre-trial program exclusively. Identification of clients began in a pre-trial setting. Following from this model, most, if not all TASC projects began identifying potential clients in a pre-trial setting, typically at booking or in pre-trial detention facilities. In most cases, these identified clients would not be directed through a pre-trial mechanism. TASC would follow them through normal CJS processing and at the time of trial would negotiate either directly or through another agent, such as probation in a pre-sentence investigation unit, for a TASC probation in lieu of more severe CJS sanctions. It is this point at which the court agrees to the TASC 'deal,' that the individual is a TASC client, however, by virtue of a sentence alternative or post conviction, post-trial referral pathway. However extensive, the TASC project's involvement was with the client in a

pre-trial setting, the referral pathway is that point within the system where TASC is chosen as an option by the CJS.

To highlight this conceptual difference we draw an analytic distinction between referral pathway and referral source. Referral source is defined as the identification activity which TASC employs to select potential clients. Many referral sources are pre-trial routes. Many TASC clients are identified in a pre-trial setting and much of TASC' activity is concentrated on pre-trial efforts. On the other hand, referral pathways are defined as those points in CJS processing where the system selects the TASC option. A referral pathway is the CJS agent who can legitimately assign responsibility to TASC for a defendant and establish the conditions of the participation. Essentially, many clients first become involved with TASC through pre-trial referral processes but the majority now become TASC clients through post trial referral pathways.

The System Sciences, Inc. evaluation team identified ten unique referral pathways:

- o Pre-trial Diversion
- o Pre-Trial Release
- o Pre-Trial Detention
- o Sentence Alternative
- o Probation Service Extender
- o Parole Service Extender
- o Jail or Prison Treatment plus Accelerated Parole
- o "Quasi Parole" Service Extender
- o Juveniles
- o Evaluations

Most programs receive clients through at least four of these and some operate up to nine referral pathways. Therefore, there is no "standard" model of a TASC project. The discussion which follows includes a general description of each, the extent to which TASC utilizes the pathway, the benefits to the CJS, to TASC and to the defendant and the limitations of the pathway. A summary of pathway's advantages and disadvantages is provided in Section VII, a discussion of approaches to TASC models.

1. Pre-Trial Diversion. A pre-trial diversion program is one which diverts criminal cases from usual criminal justice processing and disposes of them in a non-trial, non-conviction setting. Usually, prosecution is deferred, pending the defendant's compliance with certain established conditions of a pre-trial probation. If the defendant complies, the case is, in effect, nolle prosse, and the record of the arrest is expunged. Diversion

depends on enabling legislation, the will of the prosecutor, and acceptance by the judiciary. The benefit to the CJS is the provision of an efficient, credible mechanism for quickly disposing of cases without the high cost of trial dispositions. Cases selected for diversion are usually less serious crimes which, through diversion, will free up the system and provide the needed time for more serious cases. The benefits to the defendant are the early disposition of the case, no conviction and possible expungement, and rehabilitative opportunity.

The original TASC concept was a classic pre-trial diversion model, as described above. When TASC acts as a diversion agent they usually accept sole responsibility for the activity. That is, their activity is not camouflaged or dependent on other CJS support agencies like probation. This means that TASC establishes its own identity within the CJS and enhances its visibility and importance within the system.

Only one TASC project reviewed by our team depends solely on the pre-trial diversion pathway for clients. Another four programs operate diversion programs as one of a variety of referral pathways. In all of the cities, including the one whose single referral pathway is diversion, the limitations are fairly similar. The system is reluctant to divert hard drug offenders and in general, establishes narrow eligibility criteria for diversion. Most clients, on whom TASC is designed to impact, do not meet the criteria used.

For example, in one jurisdiction marijuana is the only drug offense which the prosecutor is willing to divert. Although the TASC project is willing to accept supervision responsibilities they do not count these individuals as "TASC" clients. They use volunteers to perform these activities and fulltime TASC staff are dedicated to the more seriously drug involved clients.

In three other locales where the system is willing to consider potential TASC clients for diversion, TASC projects expend a tremendous amount of effort in pre-sentence like evaluations. These evaluations are presented to the court when diversion is being considered. Although the system is generally appreciative of the TASC evaluation effort, the courts refuse diversion in the majority of cases. In one city, of all the evaluations performed only 28 percent actually resulted in a diversion decision and referral to TASC.

When the system does agree to consider these individuals for diversion, they create such an elaborate system of checks and balances that the benefits of a diversion mechanism are not realized. In one TASC city, individuals selected as potential eligibles remain in pre-trial detention for an average of 7 months, much

longer than they would have, had they gone directly to trial. Cases are repeatedly continued so that both TASC's and the prosecutor's screening efforts can be completed. Even after all of this delay, many times the diversion is rejected when the case finally reaches court.

In this particular city and in one other, defense attorney's raised serious objections to a process which is so burdensome and so costly to their clients in terms of time. This is especially troublesome to the client and the attorney when the ultimate benefits are far from assured.

2. Pre-Trial Release. The Pre-Trial Release referral pathway is the most successful of TASC' pre-trial efforts. TASC identifies clients who are arrested for criminal offenses and who could have been detained on a pre-trial status until trial. TASC alone, or in conjunction with the local bail agency, arranges for their release under TASC' supervision. The conditions of the release are basically the same in all jurisdictions, i.e., referral to treatment, close monitoring, reporting to the court and assuring court appearances. The technical release mechanism employed differs slightly from city to city. In some, individuals are released OR (on their own recognizance) with a TASC condition, some on Conditional Bonds or Custody Bonds, others on Supervised Releases or Release with Services.

TASC usually identifies potential clients directly after arrest. The release can occur at the arraignment or bond setting or at any time between arrest and trial. Magistrates, municipal court and criminal court judges are all possible agents of this type of release program. TASC screening of clients for this kind of program is similar to the concept developed for pre-trial diversion. While the means are the same, the end identifies conditional release clients rather than diversion clients.

The benefits to the CJS are to reduce the pre-trial detention population and to provide close supervision for an arrestee population awaiting trial. A corollary benefit of pre-trial supervision is the opportunity to test the stability of the offender within the community prior to trial and possible sentencing. The benefits to the defendant are release from custody and the rehabilitation opportunity prior to trial.

As most TASC projects are the agencies directly responsible to the court for the release, the benefits are high visibility within the system, an opportunity to establish credibility and play an essential review role. TASC offers the CJS a much needed option. An added benefit to TASC of these programs is that they provide TASC with a threshold to a second referral pathway. TASC works with these individuals on a pre-trial basis and follows them to trial. At the time of trial TASC can negotiate for continued treatment and supervision under a TASC probation or sentence

alternative program. TASC can help the judiciary make informed sentencing decisions and help in supervising these sentences.

Nine of the TASC cities which we visited operate fairly extensive pre-trial release programs. In many, if not most, jurisdictions it is this activity of identification, diagnosis, release and supervision with which the CJS most identify TASC. The reality and credibility established within this area of activity has served to open up other referral doors.

In most cities, TASC is the agency to which clients are directly released. Although TASC works with other bond agencies in about half of the projects, their activity is not hidden within the bond programs but is separate and distinct. In fact, one of the problems two TASC projects have is finding themselves in alleged competition with the bail agencies. In both of these cities, TASC preceded the bail agencies and is held in much greater esteem by the CJS. This breeds parochial jealousies which have been exceptionally well handled by both TASC projects. In one of these cities, the Court Administrator suggested to the System Sciences, Inc. evaluators that TASC assume total bail responsibility for the jurisdiction when they institutionalize.

In another city TASC has emerged simultaneously with the Bail Agency and has an integral, excellent working relationship. This avoids the duplication of effort and inefficiency which is possible when both a bail agency and a TASC project are screening an arrestee population.

In this pre-trial release area, we found that most magistrates and judges felt fairly comfortable in accepting TASC' recommendation for a release. They believed that TASC' screening was thorough and that TASC would not accept anyone whom they felt they could not handle. In several projects we discovered that TASC' criteria and screening were often more exclusionary for pre-trial release than for post-trial admission, thus limiting their impact in this area. While TASC projects are well regarded for their pre-trial release efforts we did not conclude that this activity significantly reduces the pre-trial detention population.

In three TASC cities which do not operate pre-trial release programs we discovered a pressing need for release from detention and a possible role for TASC. The overcrowded conditions in pre-trial detention in these cities are alarming and of great concern to the system. The problems in instituting pre-trial release programs are largely logistical. Screening is often difficult and without an existing bail agency, the mechanism for conditional release has never been established.

3. Pre-Trial Detention. Pre-trial detention as a referral pathway is unique to one of the 12 TASC projects studied. In this instance, TASC screens the arrestee population to select individuals who might be eligible for custody bond releases to TASC. TASC offers the system, in addition to custody bond services, the option of placing clients in pre-trial treatment within the jail or detention system. Therefore, drug involved individuals recommended for release by TASC who are rejected by the magistrate may be referred instead to detention treatment. Further, TASC may reject some individuals for community treatment through custody bond but recommend them for jail treatment.

TASC employees provide the treatment regimes within the jail structure. TASC clients are segregated into separate TASC cell blocks and the treatment regime is similar to a therapeutic community.

The benefit to the system is that they can place a client in treatment without assuming the risk of release to the community. The benefits to the clients are that they can begin rehabilitation while awaiting trial and based on this, negotiate for continued treatment at the time of trial. For TASC, the benefit is losing clients identified in the screening process who are not eligible or accepted for release.

At the time of trial TASC negotiates for continued treatment for individuals who have remained in the TASC treatment block. This TASC project also offers a post-trial treatment program within the county prison. If the system agrees to continued treatment it is frequently continued within the process rather than the community. Since this prison houses offenders who receive sentences of one year or less, the benefit of TASC treatment to the offender is to be given a lesser sentence and placement in the county prison (rather than state prison) so that TASC treatment is possible.

4. Sentence Alternative. A sentence alternative program is one where the court chooses TASC as a sentencing option as opposed to other possible case disposition. TASC can be chosen in lieu of incarceration or traditional forms of probation. Clients who enter TASC through the sentence alternative route come to TASC through a variety of referral sources. TASC is often involved with the client prior to the sentencing decision and plays an active role at trial. At other times, TASC first becomes involved with the client after the sentence to TASC. Clients can receive sentence alternative dispositions to TASC from both misdemeanor and felony courts. All but one of the TASC projects evaluated, operated some type of sentence alternative program. Because of the variety of sources through which TASC clients enter this pathway, each of the possible referral sources is discussed separately. However, regardless of the route through which clients receive this type of disposition, the referral pathway is the same post-trial route which we label

sentence alternative. It is in this particular context that the confusion between pre-trial and post-trial clients is greatest.

a. TASC Screening of Arrestees. An important activity engaged in by TASC projects in the pre-trial screening of arrestees and identification of potential clients. Clients identified at this stage may become TASC clients through some sort of pre-trial release mechanism (discussed above). Others may be released to the community without a TASC stipulation or may be held in pre-trial detention. Clients from both of these groups may still be interested in participating in TASC. Their main motive for becoming involved with TASC pre-trial is for TASC to represent them in a positive light at the time of trial.

TASC begins working with many of the arrestees identified prior to trial. For those who are out on bail, TASC may evaluate them, refer them to treatment and monitor their progress. At the time of trial, TASC presents to the court a detailed progress report which may be used in a sentencing decision. As a result of this, these clients may be placed on TASC probation with treatment in lieu of incarceration. For these individuals who are detained on a pre-trial status, TASC may also evaluate them, to determine extent of drug involvement and motivation toward treatment. Once again, at the time of trial, TASC presents their findings to be considered at the time of sentencing. As a result, the court may place the defendant on a TASC stipulated probation. Although these clients are identified pre-trial, and TASC is involved with them to a significant degree in a pre-trial status, their technical placement in TASC is the result of a post-trial, sentence alternative decision.

b. Pre-Trial Release. The pre-trial release mechanism is described earlier in this section. Clients who become involved with TASC through this pathway eventually will come to court for trial. At this time TASC will present a report on the individual's progress in TASC and recommend a future course of action. The defendent's participation in TASC' pre-trial release program may be the basis for placement on TASC probation at the time of sentencing. The pre-trial release pathway then becomes the threshold for a second pathway, a sentence alternative to TASC.

c. Voluntary or Walk-Ins. Many individuals who are drug involved and awaiting trial on criminal charges hear of TASC through a variety of sources. Friends, attorneys, family may suggest that participation in TASC pre-trial will serve to benefit the client at the time. These persons then appear voluntarily requesting TASC services. TASC offers these individuals the same services as those identified during pre-trial screening. Clients are evaluated, referred, monitored and TASC reports at the time of trial and negotiates for a sentence alternative.

d. Pre-Sentence Investigation (PSI). As the result of PSI, clients may be recommended for TASC probations. These may be clients with whom TASC is already involved on a pre-trial basis but not necessarily. TASC may be part of the PSI effort and in at least four of the TASC projects visited this is the case. PSI units will refer clients to TASC for drug evaluations and incorporate their recommendations into the final report. In these cases the TASC effort may be hidden within PSI activities. However, TASC is providing a sentence alternative option for PSI recommendations.

e. Court Ordered Probations. Clients may receive court ordered probations stipulating them to TASC without any prior TASC involvement. This usually happens in cities where TASC has developed a high profile. The court, confronted with a drug involved offender, automatically considers the TASC option. Court ordered probations with a TASC stipulation may be based on PSI's or on the attorney's request.

f. Misdemeanor Probations. Although TASC probations are dispositions received at both misdemeanor and felony courts, the sentence alternative program is basically a felony court program. There are some basic problems with misdemeanor court. The first problem is a logistical one. Misdemeanants are usually quickly tried after arrest at a number of places. It is often difficult for TASC to identify clients and intervene given the quick turn around and disposition of cases. In addition, the sentencing disposition in misdemeanant court is frequently less punitive than the TASC alternative. Defense attorneys do not welcome a TASC option which is more severe than the traditional sentences imposed.

5. Probation Service Expander. In all but two projects we evaluated, TASC operated as a supplement to probation services. As we had already mentioned, one program relied exclusively on the pre-trial diversion pathway and another program provided drug evaluation services to probation but did not act as a service extender.

The referral pathway for these clients is the Probation Department. Although these individuals are not court stipulated to TASC treatment, the Department chooses to utilize TASC services for drug involved probationers. TASC evaluates clients to determine drug involvement, refers them to community treatment, monitors them while in treatment and reports routinely to the Probation Department on client progress. The advantages to the Probation Department are many. Probation officers are largely overburdened with heavy caseloads and can use all of the help available for supervision. They are often not able to develop the necessary expertise to evaluate special problems like drug abuse and to recommend solutions. In preparing progress reports and evaluation reports, the supporting evidence provided by TASC is helpful and

often essential. The benefit to the client is the provision of specialized services. TASC benefits by receiving a significant number of clients through this referral pathway.

In some cities, Probation Departments have established a policy to refer all drug involved clients to TASC. However probation officers sometimes resent the idea that they need support services and cannot handle their caseloads without outside aide. This has been somewhat troublesome for TASC. Problems of dual supervision can also be most difficult. The officer's evaluation of a client's progress is at odds with TASC'. Clients can try to play each supervisor against the other. In two cities where TASC is actually a part of the Probation Department, these problems do not exist.

6. Parole Service Expander. TASC provides a supplement to the parole service very much like the probation service expansion above. There are several important differences:

- o Only five projects of the fourteen evaluated offer these services.
- o Projects which offer the service handle a relatively small number of clients from this pathway.

The principal problem with this pathway are the geographical restrictions in getting clients for services. Parole clients come from any number of prisons located throughout the state. Local parole offices usually handle clients from a variety of surrounding counties. Since TASC projects are basically local programs it is sometimes difficult to intersect significantly with multi-jurisdictional agencies.

When TASC does act as a parole service extender the services offered are the same as outlined in the probation section, the benefits are similar and the limitations comparable.

7. Prison Treatment Plus Accelerated Parole. One project operates a treatment facility in a prison. This facility acts as an alternative only because it is housed in a prison with a maximum one year commitment. Consequently, if a judge would routinely sentence a convicted felon for more than a year, the TASC treatment option may persuade him to sentence the defendant to TASC insuring a maximum sentence of no more than one year.

At a minimum, TASC personnel routinely visit the jail or prison and screen for addicted convicts. They then make an appeal to the Parole Board for parole with a TASC stipulation (or, in one case, to the court for a "mitigation"). Here, TASC not only extends parole services but also is integral to the whole parole process, accelerating it for selected offenders.

At a maximum, TASC operates a treatment program in jail that includes screening and treatment in a segregated section, an accelerated parole petition that includes a TASC stipulation, and full parole extension once parole is granted. One program has the maximum model; another was taking concrete steps toward achieving it.

8. "Quasi-Parole" Services. Two programs extend "quasi-parole" mechanisms in a manner analagous to service expansion in probation and parole. Here TASC is working with halfway houses or work release programs or education release programs by referring drug-involved persons to treatment and monitoring their progress.

Both programs working in these areas demonstrated considerable flexibility in fitting in where they were needed. Any TASC program could benefit from their example.

9. Juveniles. Three TASC projects operate programs within the juvenile justice system which account for at least 10 percent of their total caseload. Although three other projects accept juveniles, their activity in this area is very limited.

TASC intersects with the juvenile justice system in a variety of ways. TASC acts as an evaluator, a pre-sentence investigator, a sentence alternative program, a probation extender and in one city, as a true diversion agency. The benefits accrued to juvenile justice system, to TASC and to the offender are similar to those outlined in the specific discussions of adult referral pathways, preceding.

The problems encountered in handling juveniles, however, are not similar. The greatest difficulty is in client identification. TASC does not find the numbers of hard drug users in this population that they do in the adult system. Polydrug abusers or experimenters and marijuana users are most frequently identified. A treatment intervention effort for this group is not always indicated or effective. In addition, when treatment is indicated, facilities for juveniles are scarce.

The juvenile justice system itself creates difficulties for TASC. Sanctions for non-compliance are not always clear or assured within the system. It is difficult for TASC to supervise in an either-or situation when the conditions of the 'or' are often missing or undefined.

10. Client Evaluations. In four of the projects we visited, TASC performed an important service for the CJS beyond normal screening as an evaluator to determine the drug involvement of individuals charged with criminal offenses. The purpose of these evaluations were sometimes in diversion considerations, more often

in pre-sentence investigations and in one city to aid the Probation Department in its delivery of services. These evaluations take the form of written reports to inform and aid the CJS in the decision making process.

Clients whom TASC evaluates for the CJS are not always and do not always become TASC clients. This is however, a possibility. The basic service performed and valued is the client evaluation function.

In one city, the drug diversion legislation states that an individual must be evaluated prior to the decision to divert to determine the nature and extent of the drug abuse problem. The legislation provides for both diversion or rehabilitation in lieu of conviction and for conditional probations to include treatment. The CJS in this city has assigned this responsibility to TASC. Only 33 percent of those evaluated by TASC under this system actually received dispositions under this bill and were referred to TASC. However, the essential service TASC provided as far as the CJS is concerned is the evaluation function.

In another TASC city, there is a law which states that if a person being tried in criminal court is a drug addict, this fact must be considered in disposing of the case. The TASC project is now the agent legally assigned to evaluate persons claiming addiction and report to the court. The court's "consideration" is most often perfunctory and does not usually result in a referral to TASC. Once again, the importance of TASC to the system is as a dependable, impartial evaluator and provider of necessary information.

The limitations of this function to TASC are obvious. The service is valued and can involve a significant investment on TASC's part. However, this activity is difficult to account for or credit to TASC given the existing TASC reporting mechanisms.

Client evaluation is a valuable and valued service and enhances TASC' role within the CJS.

B. Sponsoring Agency

Potentially the greatest impact on the operational environment, character and tone of a TASC project is its sponsoring agency. The sponsor, to a very significant degree, determines attitudes, reactions of other interface agencies, and parameters of the TASC project. The 12 projects included in the study sample provide insights into these differences in terms of a range of sponsoring agencies. However, even though the sample presents a range of sponsors, it is not a fine grained continuous spectrum of the likely impact.

In the sample of 12, 7 were treatment oriented and 5 were CJS oriented. Projects are identified by letters which are used consistently throughout the remaining tables in the report.

The following illustrative qualitative measures provide examples of the influence of sponsor on TASC operations.

1. Treatment Oriented. These included one project sponsored by a health department, three by a drug treatment umbrella agency, and three by a single state agency.

a. Health Department. This project's (J) clients include juveniles, a high proportion of females, significant pretrial release, and approximately equal allocation of project resources to acquisition and retention of clients.

b. Drug Treatment Umbrella. Project A emphasizes screening all arrestees, and most admissions are from the pretrial source. Some juveniles are included. Female clients constitute a substantial group. There is also a high proportion of first-time offenders.

Project H emphasizes treatment while incarcerated, has major segments of diagnosis and referral functions performed by the umbrella agency. Most admissions are pre-trial, with a very high proportion not released, but treated in jail.

Project I, similarly, includes a large proportion of juveniles, assists with treatment counseling and follow-up in correctional facilities, and allocated a significant level of resources to diagnosis and referral activities.

c. Single State Agencies for Substance Abuse Prevention. All three projects (C, E, K) emphasize client acquisition (screening and diagnosis) in relation to monitoring and tracking. For example, less than one-third of the TASC resources are allocated to monitoring clients. Screening is emphasized, although the performance of that function is significantly different among the three projects due to local anomalies and structural/ environmental factors. Project C interviews all arrestees; Projects E and J screen all bookings and interview all eligible arrestees. A major proportion of clients at all three projects are heroin abusers.

2. CJS Oriented. These included one project sponsored by the Mayor's Criminal Justice Coordinating Council, three by offender services agencies, and one by a probation agency.

a. The project sponsored by the Mayor's council (F) operates as an independent agency attached to the Mayor's office. It resembles operations of single state agency sponsored pro-

jects: all offenders are screened; TASC resource allocation emphasizes acquisition rather than retention of clients (less than one-third of expenditures is on monitoring); most clients are heroin abusers.

b. Two (B, D) of the three offender service sponsored projects are associated with pre-trial service agencies; the third (G) with a broad based offender services agency.

Projects B and D, benefiting from the screening by the parent pre-trial agency, are required to allocate relatively less resources to client acquisition, and are able to emphasize monitoring and tracking. Both of these projects have significant proportions of female clients, and clients who abuse dangerous drugs other than heroin.

In the cases of TASC projects sponsored by pre-trial service agencies, extended responsibility into the post-trial area may create problems. In many of these projects, the sponsoring agency offers various pre-trial services, all of which stop at trial. TASC remains the one program component extending beyond this point. In the case of each of the projects visited, this situation has not created insurmountable problems, but has forced these agencies to assume responsibilities outside their initial scope.

Project G does allocate the greatest portion of its resources to identification and diagnosis/referral, emphasizing client acquisition over client monitoring. However, Project G's clients resemble those of Projects' B and D: A significant population of females and abusers of dangerous drugs other than opiates.

All three projects acquire clients early in the CJS process while in pre-trial status, even though TASC is used primarily as an alternative to incarceration rather than as an alternate to CJS processing.

c. The last CJS sponsored project (L) is an integral component of a probation agency. The emphasis is predominantly on monitoring clients. Most clients are acquired post-trial, either pre- or post-sentence. The client population includes significant numbers of females, and most clients abuse dangerous drugs other than opiates.

3. Summary. In sum, the sponsoring agency seems to have substantial impact on the allocation of TASC project resources, the type of clients acquired (e.g., heroin vs. non-heroin abusers), and the point in the CJS process when a client is acquired, i.e., during the pre-trial period, or post-trial.

C. Size and Complexity of the CJS

While evaluating TASC interactions with other criminal justice agencies, two environmental factors emerged as important -- system complexity and system size. Some of the projects visited have pre-existing pre-trial services agencies, diversion mechanisms, pre-sentence investigation units, specialized drug units within probation and parole departments, and pre-existing community-based corrections and in-detention treatment. At the other extreme, is an environment where there is no diversion and no bail agency, and where probation is rarely used.

In complex CJS environments, TASC tends to become a multi-purpose service extender. TASC assists pre-existing agencies in providing the services to substance-abusing offenders that these agencies might provide to them if the resources were available. Although client flow may be large, TASC is only seen in the primary criminal justice arena (judges, prosecutors, defenders, parole boards) as a part of a PSI, or mentioned in the supporting documentation of a court bail supervised release recommendation. In many cases of direct referrals from probation or parole, TASC is not mentioned at all. The evaluation team generally expressed concern if it appeared that the majority of TASC activity was directed at extending the services of the parent agency. The inherent danger is that TASC will become too diffuse, have too little visibility and identity, and will ultimately become readily expendable. Even large client flow is sometimes discounted.

On the other hand, projects with limited client flow were considered effective if TASC was regarded as a prime mover, rather than as a service extender. TASC' impact was evident when TASC was the perceived sentence alternative -- dispositions like suspended sentence with TASC participation as a condition, probation with assignment to a TASC probation officer, or probation with TASC participation mandatory, or when TASC provides the only existing pre-trial release or diversion mechanism. This is easier to accomplish in smaller less complex CJS environments.

With regard to size, it may be generally stated that the larger sites allow more specialization. Enough substance abusers pass through the larger systems for TASC to concentrate upon the major gaps in those systems and offer services keyed to those areas. TASC is highly visible in these areas and can become a relatively small but integral part of the CJS environment. At smaller sites, TASC programs more often "scramble." Because the system itself is not very large and all programs tend to be known, TASC and its performance is always visible.

Both size and complexity of the CJS environment need to be considered when designing or selecting TASC' operational parameters.

D. Project Maturity

The environment within which a TASC project operates changes significantly as the project matures and performs. In its initial year, the start-up period, the TASC project must define its role very carefully as the link between the CJS and the treatment structure. Its access to different nodes in the CJS determines its source of clients. Frequently these client sources may set up competitive relationships with other elements of the CJS, e.g., pretrial service agencies, probation agencies. The sponsoring agency relationship may determine whether this start-up period is smooth or rocky.

During the second year of operation, the emerging TASC program must prove itself, establish credibility, and come to terms with its interface structure. The basic proof of maturity is increasing client acquisition, retention and successful completions. Credibility depends on responsiveness to judiciary, prosecution, defense and probation requirements; plus fair dealings with treatment agencies. By the end of the second year of operation, the TASC project must have defined its role in the CJS-treatment environment or it will not survive.

In the third and subsequent years, the LEAA seed money is usually no longer available, and the mature TASC project operates in a less sheltered environment. Survival depends on having demonstrated a true service to the CJS and to the community, on maintaining credibility and having a unique role in the structure. All of these are requisite to obtaining a permanent home in the jurisdiction's organizational apparatus and obtaining the local funding to continue operation.

This institutionalization of TASC within the operating structure of local governmental or quasi-governmental agencies must be one of the underlying objectives of the TASC project throughout the maturing process.

This maturing process combined with the requirement, on institutionalization, to meet the operational demands of government, almost invariably has the following results:

- o reduced staffing, resulting in fewer fringe activities and more efficient operations,
- o more routine relationships with both CJS and treatment components,
- o clear role definition plus support in acquiring clients, all resulting in lower operating costs, and
- o increased client throughput per TASC staff member.

E. Decline in Drug Related Arrests

A major national trend, encountered almost at every TASC project visited is a decline in the number of drug arrests, indicative of lower drug abuse. As drug arrests are the raison d'etre for TASC, program impact will decline unless adjustments are made in client eligibility criteria, or in the range of charges acceptable for TASC processing. This declining source of potential clients impacts differentially on TASC programs, dependent on its jurisdiction's population, drug trends and attitudes. However, the trend exists and affects current TASC operations and future TASC planning.

DEA data* illustrate these national trends of increasing drug prices and decreasing drug arrests.

	Year				
	1973	1974	1975	1976	1977
Heroin Price** per Milligram	$1.15	$1.23	$1.15	$1.40	$1.59
LSD (d.u.)	1.56	1.66	1.73	1.91	2.06
Barbiturates (d.u.)	.55	.75	.80	.83	.92

The result of rising prices is that "an average heroin user now (1978) would be paying $84.50 a day for his drugs, compared to $64 a year ago."***

The arrest data are directly correlated with the retail price, i.e., as price goes up, drug abuse and related criminal activity tend to decrease. The DEA arrest data# show:

Number of State and Local Drug Law Arrests (000)

	Year					
	1971	1972	1973	1974	1975	1976
Heroin/Cocaine	114.6	92.4	67.8	71.9	66.6	50.1
Dangerous Drugs	102.2	100.1	92.5	67.3	89.9	90.1
Marijuana	183.9	239.1	324.0	315.7	351.7	360.4

* Drug Enforcement Statistical Reports

** Adjusted to pure heroin, retail price

*** Washington Post, B.D. Colen, March 22, 1978

\# Drug Enforcement Statistical Reports

Clearly, arrests related to heroin and dangerous drugs have declined significantly, while marijuana busts have increased. However, it is the offenders in the harder drugs, rather than marijuana users and sellers, who are potential TASC clients.

F. Summary

The important environmental factors that impact on TASC' objectives and operations have been outlined above. These are: the conceptual arrangement of TASC -- design vs. actual, the sponsoring agency, the complexity of the CJS, the stage of TASC project growth and development, and finally, the priority and severity of the problem TASC is attempting to solve.

III. EVALUATION METHODOLOGY

The varied factors considered in the methodology design are outlined in Section I.B., and discussed in detail in Section II, preceding. These dictated an approach which would provide data, information and observations within a standard framework, but with sufficient flexibility to allow complete data acquisition despite significant differences in the TASC projects sampled.

Our structured methodology included:

- o sampling of TASC projects -- stratified by the variables deemed most important to obtain a representative sample;
- o interviewing -- using checklists of items and data elements to be covered, rather than a formal interview instrument;
- o reviewing and extracting data from client records -- sampled so as to provide client representation in all of the potential sources of entry to TASC, and representation of rejections, admissions, successful and unsuccessful terminations;
- o obtaining budget and expenditure data -- including functional distribution of costs for a recent year of operation;
- o providing detailed TASC evaluations back to each TASC project visited -- for review, comment and agreement on accuracy of data and findings.

The methodology was designed to acquire data, both quantitative and qualitative, within the following evaluation structure:

- o Organization of TASC
  - sponsoring agency
  - internal structure
  - staffing
  - linkages to CJS
  - linkages to treatment agencies
  - community relationships

- o Client flow
  - identification and referral, eligibility criteria, clients missed
  - acceptance or rejection of TASC, impact on jail tensions
  - TASC outcome (completed, aborted, dropped, referred back to CJS, etc.)
- o Functional effectiveness
  - screening and identification
  - diagnosis and referral
  - monitoring and retention
  - administration
- o Cost analysis
  - budget vs. expenditures
  - functional costs
  - unit costs

The entire methodological approach is provided in Appendix A. The remainder of this Section presents the project team, sampling plan, the pilot test, and our access/site visit protocol. The detailed checklist items are found in Appendix A.

A. Project Team

The team consisted of a group of senior analysts drawn from the System Sciences, Inc. staff and from criminologists/sociologists associated with Temple University's Department of Sociology. The team provided redundant talents and areas of expertise to allow for back-up capability and substitutability among team members for the several site visits.

The team consisted of Joseph Romm, MA, Project Director, C. James Sample, PhD, Alan Berkowitz, MD, Thomas West, MA, Marjorie McKeon, BA, all of the System Sciences, Inc. staff; and Leonard Savitz, PhD, Stanley Turner, PhD, Thomas McCahill, MA, and Jane McCahill, BA, all with Temple University. Although there was significant interchangeability and substitutability among project team members, primary (P) and secondary (S) responsibility by major area of evaluation is shown on the following page.

In addition, Mr. Romm was responsible for overall project management and Mr. West and Dr. Sample for coordinating site visits.

	Rossi	Sample	Berkowitz	West	McKeon	Savitz	Turner	T. McCahill	J. McCahill
TASC structure	S	P		S		S	S	S	S
Client data	S	P	S	S	S	S	S	P	S
Screening and identification		P	S	S				S	S
Diagnosis and referral		S	P			S		S	
Monitoring and retention	S	P	S				S	S	
CJS linkages	S	S				P	S	P	S
Treatment linkages	S	P	P	S	S				
Cost Analysis	P	S		S	S				

The number of team members assigned for each site visit was based on our understanding of TASC project complexity and size, in terms of client numbers, numbers of interviews, number of treatment facilities and number of operational locations. Our intent and design was to expend a great deal of concentrated effort in a short period, rather than to acquire data at a more leisurely pace over an extended period. We believe the concentrated shorter term effort is less disruptive of the TASC projects visited.

The site visit therefore was scheduled for a 3 day period using from three to five team members. Thus, the organized data acquisition onsite was performed with 9 to 15 person days. In addition, there was significant preparation pre-visit and analyses and report production post-visit.

B. Sampling Framework

At the time this evaluation effort was initiated, there were 30 operational TASC projects, which would be sufficiently mature (in operation over 12 months) to be considered for evaluation before the end of the data collection phase of this study. Eleven of these were institutionalized. Seven additional projects were then in existence, but could not be considered as they would not have been in operation over 12 months by the end of the study's data collection period.

It was planned that the System Sciences, Inc. evaluation team would conduct pilot test site visits at two TASC projects, and that the study would be based on visits to an additional 12 projects. This constitutes a 40 percent sample of the universe of 30 eligible

projects. Because of the small size of the total TASC universe and the proportionately large sample, the sample selected should include, as much as possible, representatives of the full range of TASC project types. Accordingly, the sample was selected on a stratified basis to be representative of several project attributes including geography, maturity, size, institutionalization and associated parent agency. Figure III-1 presents the distribution of the sample compared with the study universe, where universe data are readily available. The comparison indicates a high degree of correspondence between universe and sample among the compared attributes. Consequently, it was anticipated that such a large and representative sample would provide reliable indicators of the strengths and weaknesses of the National TASC Program as a whole.

Two additional factors impacted on sample selection. The first was an exclusion of projects that had been evaluated by System Sciences, Inc. in an earlier effort.* The second was that a heavier weight was assigned to selecting projects supported by direct LEAA grants. These two factors resulted in a proportionately lower sampling of institutionalized projects, and a proportionately higher sampling of newer projects.

C. Pilot Test

In addition to the 12 projects selected for the study sample, two test sites were selected for a pilot test of the data acquisition methodology; site visit protocol, staffing and scheduling; feed-back report format; and the LEAA-TASC project review process. The two test sites were selected to bracket the spectrum of anticipated data acquisition problems. The two therefore included: an excellent record-keeping project and one with more informal records discipline; large and small client throughput; one sponsored by a Probation Department and the other by a Health Department. Proximity to Washington, D.C. was a consideration to limit travel costs, therefore one was in the South and the other in the East.

All team members to be used in the evaluation study participated in the pilot test, performing a variety of functions onsite, providing inputs and commentary for the modifications (relatively minor) to our initial methodology, and contributing appropriate segments for the site visit evaluation reports.

D. Access Protocol

Our prior field experience with evaluations and related studies demonstrated that a properly designed access protocol, conscientiously followed, is extremely effective in promoting access to and cooperation of field staff, resulting in a generally smooth and productive

* Evaluation of Five TASC Projects, System Sciences, Inc., 1974.

TASC PROGRAM EVALUATION SAMPLE

(attributes at time of selection)

		Total Eligible Programs N=30	Sample Programs N=12	Optimum 40% Sample
Geography:	East	12*	3	4.8
	South	6	2	2.4
	Middle West	4	4	1.6
	West and Southwest	8	3	3.2
Maturity: (Months of operation 12/1/76)	Under 12	5	4	2.0
	12-18	6	3	2.4
	19-24	4	2	1.6
	Over 24	15	3	6.0
Size: (Average number of clients per month)	10-20	12	7	4.8
	21-30	4	2	1.6
	31-40	9	2	3.6
	Over 40	5	1	2.0
Institutionalized:	Yes	11	3	4.4
	No	19	9	7.6
Parent Agency:	Treatment Oriented		7	
	Drug Treatment Umbrella Agency		(3)	
	Single State Agency		(3)	
	Health Department		(1)	
	Criminal Justice Oriented		5	
	Pre-Trial Agency		(3)	
	Mayor's Coordinating Council		(1)	
	Probation Department		(1)	

* Includes Puerto Rico

FIGURE III-1

field data acquisition effort. The protocol employed for this study included the following steps, carried out at the times indicated:

1. Early March 1977 - Letter from the LEAA TASC Program Officer to all TASC projects informing them of the nature and objectives of the evaluation study.

2. Late March 1977 - Letters from the LEAA TASC Program Office to the Project Directors of those TASC programs selected for pilot test or site visits. Letters were sent to all 14 programs at the same time indicating the month of the anticipated visit (requesting notification of expected schedule conflicts), general data requirements, and the sequence of subsequent contact with System Sciences, Inc.

3. Four Weeks Prior to Each Visit - Telephone call to local TASC Project Director from System Sciences, Inc. referencing LEAA letters; arranging specific visit days during the previously indicated month; requesting assistance in scheduling meetings with Criminal Justice System, treatment and community representatives, as well as TASC staff. Also, further basic project structure information was requested to facilitate pre-visit preparation.

4. Three Weeks Prior to Each Visit - Letter to TASC Project Director from System Sciences, Inc. confirming visit dates and other matters discussed previously by telephone. This letter also specified the System Sciences, Inc. team members scheduled for the visit.

5. On Arrival - Brief orientation session with TASC Project Director, and his designees, covering the objectives of the visit, local schedule, availability of feedback reports, and assurances of confidentiality.

6. On Completion of Each Visit - An interview with the TASC Project Director, and his designees, to review findings.

7.	One to Two Weeks After Visit	- Follow-up contact with project staff by telephone, when necessary, to clear up ambiguities or inconsistencies in the data.
8.	Three to Four Weeks After Visit	- A draft site visit summary report was sent to the TASC project as a feedback report together with a note of appreciation. Comments and corrections were requested.
9.	Two to Three Months After Visit	After receipt of TASC Project Director or TASC staff comments, modified final site visit report, if appropriate, and sent final evaluation report of the site visit to the TASC Project.

This protocol allowed us to remain on schedule, obtain the requisite data and interviews, minimize disruption to the sites visited and complete this project ahead of schedule.

IV. PROCESS ANALYSIS

The emphasis of the on-site evaluation methodology was on project implementation of the TASC objectives. The precise methodological approach utilized by System Sciences, Inc. was discussed above in Section III. This section describes the results of this investigation. These results are reported in terms of the specific findings derived at each site visited, and generalized where possible by focusing on common trends. This section is divided into the major process elements:

- o Client Flow
- o Clients Admitted
- o Screening Activities
- o Diagnosis and Referral Activities
- o Monitoring Activities
- o Project Administration
- o Process Outcome

These activities were those aspects of the TASC process emphasized in the individual site visit reports provided during this national evaluation.

It is important to recognize that no two TASC projects approach any aspect of the TASC process in exactly the same way. Every TASC project visited was unique in at least one way. The results presented below must be viewed in this context. However, the general TASC objective of providing alternatives to normal CJS processing is common to all projects visited. The process analysis of how the study TASC projects have approached this goal is the subject of this section.

A. Client Flow

The 12 TASC study projects accounted for 2,510 clients enrolled as of the final date of the study year focused on for each project. As shown by Figure IV-1, the number of clients enrolled in these projects ranged from 101 clients to 370 clients; the mean was 209. A total of 4,598 clients were admitted to these TASC projects during the year and 3,687 were discharged. Details regarding the characteristics, referral pathways and final TASC dispositions are discussed in subsequent sections.

SUMMARY OF CLIENT FLOW BY PROJECT

FOR STUDY YEAR

Activity	TASC Project A	B	C	D	E	F	G	H	I	J	K	L	TOTAL
Admissions	300	149	265	112	261	164	287	1,342	425	614	361	318	4,598
Discharges	253	42	110	97	74	186	186	1,307	354	717	204	157	3,687*
Clients in Treatment end of year	138	121	320	101	210	179	201	339	166	143	222	370	2,510

* Includes discharges of clients admitted prior to study year, and active during study year.

FIGURE IV-1

Figure IV-2 provides a summary of the TASC intersection points with the CJS. This figure provides a generalization of the normal CJS offender processing phases. The data included are an aggregate for all 12 study TASC projects. As this is a generalization, some minor inconsistencies may exist for a given TASC project. Normally, the first TASC intersection with an offender occurs shortly after booking. Of all clients admitted, 13.0 percent entered voluntarily after this initial processing stage. In the cases of most CJS's, the preliminary hearing occurs very soon after the offender has been booked. Consequently, the actual point at which release on own recognizance (ROR), diversion, conditional release (CR) or conditional bond reduction (CBR) can be affected varies among cities visited. For convenience, we have listed diversion, CR/CBR and entrance into jail treatment as occurring after the preliminary hearing, as is generally the case. Of all admissions, 8.6 percent entered TASC as diversion clients. However, over two-thirds of these cases were accounted for by one project. An additional 17.2 percent of the 4,485 admissions entered TASC on a conditional pre-trial release or conditional bond reduction to TASC. Admission to jail treatment accounted for 18.6 percent of all admissions to these 12 projects. Two of the TASC projects visited provided jail/prison treatment services.* Court mandated referrals to TASC accounted for 12.8 percent of all admissions and probation referrals accounted for 18.7 percent. Operationally, the court mandated referrals and referrals from probation are similar, except in the case where a probation officer suspects drug use during routine supervision and then refers to TASC. Otherwise, both of these referrals represent an alternative to incarceration decided at the time of sentencing. Finally, referrals from parole accounted for 11.1 percent of the admissions to TASC.

It is clear that TASC projects intersect with offenders at all major steps in criminal justice processing. There are, however, significant differences among individual TASC projects as to where and when they intercede for clients.

B. Clients Admitted

The source, or referral pathway, through which clients enter TASC does not appear to be a function of the sponsoring agency (treatment, pre-trial services or probation and parole), the age or the size of the project. The two factors that appear to be the most important are:

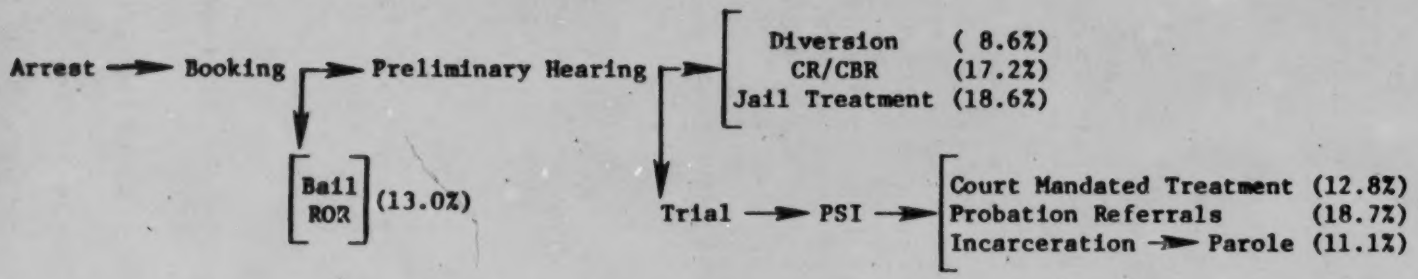
- The stage of criminal processing at which the CJS is willing to accept a TASC option;
- The potential real benefits to offenders derived from participation in TASC, i.e., diversion, conditional pre-trial release, sentence alternative, etc.

* Some of the prison treatment admissions were post-trial.

SUMMARY OF TASC-CJS INTERVENTION POINTS

N = 4,485* Admissions During Study Year

(Percent of All Admissions in Twelve Study Projects)



* Intersection point for 113 clients was indeterminate.

FIGURE IV-2

The 12 projects included in this national evaluation accounted for 4,598 client admissions during the study year analyzed.* Of these admissions, 2,434 (52.9 percent) entered TASC prior to their trial, 2,051 (44.6 percent) entered TASC post-trial, and we were unable to establish the client's pre- or post-trial status in 113 cases (2.5 percent). Five of the 12 projects visited operate a pre-trial diversion pathway. However, diversion clients accounted for only 15.8 percent of all pre-trial clients admitted and, of these, one project devoted solely to pre-trial diversion accounted for over two-thirds of all pre-trial diversion admissions.

The extent to which the original TASC model has changed from that of a pre-trial diversion program is shown by the finding that 91.6 percent of all TASC clients admitted have gone through the normal CJS process to trial. This may, however, still result in cost savings to the CJS in a number of ways as is discussed in Section VII.E.

TASC projects operating successful pre-trial pathways are in the position of offering offenders, with CJS support, viable pre-trial options. These may include:

- o Diversion, with record expungement;
- o Conditional bail reduction of pre-trial release with supervision;
- o Pre-trial treatment supervision leading to TASC representation at trial and/or input into the pre-sentence investigation.

Each of these options provide the opportunity for pre-trial release and/or a better sentence after conviction. Unless a TASC project can offer one of these services, an effective pre-trial pathway cannot be established.

TASC post-trial pathways have been developed based on:

- o TASC input into the pre-sentence investigation, generally by offering drug dependency evaluations;
- o Alternate sentencing;
- o Direct referrals from probation;
- o Direct referrals from parole;
- o Screening for drug dependency at correctional institutions.

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* The study year analyzed represented the most recent 12 months prior to the site visit for which it was possible to generate data. Thus, the "study year" does not represent the same 12-month period for all projects.

As stated above, post-trial referral pathways have grown to account for 45 percent of all TASC admissions to the study TASC projects. Expansion of TASC into the post-trial area has enabled TASC projects to survive within the local CJS environments and to increase the TASC program's impact on the CJS.

1. Source of Clients. The emphasis of TASC projects on pre- and post-trial sources of clients varies significantly among TASC projects. Figure IV-3 provides a summary of pre- or post-trial status of clients at the time they were admitted to the 12 study TASC projects. It is emphasized, again, that pre-trial admission to TASC does not mean that CJS processing to trial was avoided; usually very few TASC clients are diverted prior to adjudication. The emphasis on pre-trial referred pathways varies from 100 percent to 12 percent of the total clients entering TASC projects during the study year. Additionally, we did not find a consistently high percentage of pre-trial clients admitted to TASC projects sponsored by pre-trial services agencies. Three such TASC projects were included in our sample (projects B, D and G). In these three projects, the proportion of total admissions on pre-trial status accounted for 27, 86 and 59 percent, respectively. In other sponsor categories, as well, no correlations were found between TASC' sponsoring agency and the pre- and post-trial status of TASC clients.

The most important determining factors, as mentioned above, are the point of intersection with the CJS and the potential real benefits that TASC can offer a defendant and defense attorney. The pre-trial pathways most commonly utilized by TASC projects include:

- o Self referral admissions (11 of 12 projects),
- o Conditional release/conditional bond reduction, (9 of 12 projects), and
- o Diversion (5 of 12 projects).

Self referral admission to TASC is almost universally acceptable to the CJS. Offenders so admitted are generally released on ROR or bond, thus, there is no additional risk to the CJS. However, voluntary pre-trial admission to TASC can have an adverse effect on the client at trial should pre-trial treatment failure occur. Consequently, it is often the defense attorneys who object to this referral pathway, particularly if they believe they can obtain probation sentence without TASC. Nevertheless, the pre-trial voluntary pathway remains an extremely important pre-trial referral source. For the client who succeeds in establishing a sound track record in pre-trial treatment, the chances of incarceration are greatly reduced, particularly for the serious offender.

In comparison with the voluntary pre-trial pathway, a conditional release or conditional bond reduction offers immediate benefit to the detailed offender. Nine of the 12 TASC projects visited

DISTRIBUTION OF CLIENT ADMISSIONS BY SOURCE

(Percent of Clients Admitted)

CJS Status at Time of Admission	TASC Project											
	A	B	C	D	E	F	G	H	I	J	K	L
Pre-trial*	51	27	100	86	50	81	59	78	12	23	67	27
Post-trial**	40	73	0	14	41	19	41	16	88	77	33	73
Indeterminate	9	0	0	0	9	0	0	6	0	0	0	0

* Most clients go to trial; few clients are diverted to treatment without a trial, except for TASC project C.

** Includes pre-sentence.

FIGURE IV-3

operate a conditional release pathway. The extent to which it is utilized, however, is largely determined by the prosecutors and the judiciary. It has the greatest potential for offender and CJS impact in areas where minimal pre-trial services are offered by the CJS. It may provide the offender the only opportunity for pre-trial release, thus his/her only opportunity to demonstrate the potential for rehabilitation through treatment. The development of a successful conditional release pathway requires that TASC maintains close coordination with the CJS and responsive pre-trial monitoring.

We did not identify particularly innovative, or different, approaches to establishing this pathway. Most conditional release recommendations are based on the VERA point scale, with some modifications. Additionally, some CJS's require a drug abuse dependency evaluation to confirm addiction or, possibly a psychological examination to assess the offender's violent tendencies. The need to conduct the additional offender assessments is generally a result of the perceived need to do so on the part of the CJS, but in one case, it was TASC' initiative to do psychological testing of potentially violent offenders. Regardless of the source of these assessments, the psychological test results are viewed as evidence by the judiciary. They also may add credibility to TASC recommendation for conditional release and, thereby, reduce TASC' liability should treatment failure or failure to appear result.

Although we have not generally recommended that TASC projects adopt psychological testing procedures because of costs and time required, they can be used to convince the CJS of the practicality of conditional pre-trial release, or used to increase the volume of clients obtained through this pathway.

Only 5 of the 12 TASC projects visited utilized a diversion pathway. In four of these five, the diversion pathway accounted for an extremely small proportion of clients admitted. Additionally, clients admitted through this pathway were generally first offenders charged with a misdemeanor. One TASC project visited operated exclusively as a pre-trial diversion program. However, the eligibility rules imposed on this project allowed admission of only 15 percent of the offenders who admitted drug use and were interested in TASC. Additionally, the imposed CJS screening requirements required an inordinate amount of time between arrest and actual diversion. Even here, the prosecutors viewed diversion as an option primarily for first offender, possession cases.

Projects built solely on diversion for the offenders most often served by TASC is not a real option. The CJS generally is opposed to the concept. The exceptions to this view is the non-serious, first offender who would normally receive a suspended sentence or a short probation. Diversion clients admitted to TASC, have been, therefore, the most acceptable offenders to the CJS. Consequently, the cost savings have been minimal.

The post-trial referral pathways utilized by TASC include:

- o Pre-sentence investigation,
- o Alternate sentencing,
- o Direct referrals from probation and/or parole,
- o Referrals from prison.

Referrals from these sources have accounted for nearly 45 percent of the TASC clients admitted to the 12 TASC projects included in this evaluation. Development of post-trial referral sources represents the major shift from the original pre-trial emphasis of the TASC program. This shift has created beneficial opportunities for the offender, CJS and the treatment community.

Nine of the 12 TASC projects participate to some extent in the pre-sentence investigation process. The extent of this participation varies from formal participation to submission of reports on client pre-trial treatment process. TASC has the greatest impact here, of course, on the dispositions of clients enrolled in TASC pre-trial. Additionally, a few TASC projects have successfully become a routine evaluation resource for the pre-sentence investigation unit. In some cases, this has been particularly effective because it establishes TASC firmly in the probation department framework and, therefore, enhances referrals.

The relationships established between TASC and probation and parole departments vary tremendously. In general, TASC has established a far stronger relationship with probation than parole. Nearly all TASC projects receive some direct referrals from probation and a few receive some parole referrals. As discussed in Section IV.D., the development of direct referral relationships between probation and TASC is often strained by the resulting dual monitoring of clients by probation and TASC.

By far, the most important referral source for post-trial clients is the judiciary. TASC stipulated probation, at the time of sentencing, accounts for the vast majority of post-trial clients referred to TASC. TASC monitoring, which is held in high regard by the judiciary in every city visited, provides a sentencing option for the judiciary. Most probation departments are overloaded and this is recognized by the judiciary. TASC, therefore, provides a true alternative to incarceration because TASC can assure the court of close client supervision. The overcrowding of most jails and prisons and the unanamous preference of the judiciary for the availability of sentencing options has placed TASC in a strong position to be of service to the post-trial convicted offender. As is discussed in Section VI, the cost savings resulting from TASC extention into the post-trial area has been significant.

For the most part, a TASC post-trial stipulation is met with relatively little resistance within the CJS. This option enables the prosecutor to get a conviction, the defense attorney avoids a sentence of incarceration for his client and the judiciary avoids incarcerating an offender while still retaining control through probation and TASC, with incarceration a possibility if the offender does not meet TASC obligations.

2. Summary of Client Characteristics. Figure IV-4 provides a summary of the demographic and drug use characteristics of clients admitted to the 12 study TASC projects. The large majority of clients admitted are male; the median for these projects was 80 percent male with a range of 76 to 88 percent male. The racial breakdown primarily reflects project location and the distribution of Whites and non-Whites in the local population. We did consistently find, however, that a higher acceptance rate existed for Whites than for non-Whites. This generally reflected longer arrest records for non-Whites for comparable age and current charge, thus excluding a higher percentage of non-Whites due to eligibility criteria and CJS acceptance. With the exception of one project where all clients were classified as non-White, the percentage of non-Whites (which includes Hispanics) admitted to TASC ranged from 12 to 68 percent. TASC admits a racially balanced population, primarily determined by the racial mix within the jurisdiction served by the TASC project.

The primary drug problem of clients admitted to TASC also varies significantly among projects, as a function of the local drug use patterns. As discussed in Section II.D., a decline in the number of opiate related arrests has been found in most cities visited. This trend is reflected in the reputed primary drug problems of most clients entering TASC projects. Only one project visited is still experiencing a stable or growing number of potential clients involved with heroin. Most TASC projects are now dealing with a significant number of polydrug and depressant drug using offenders. One TASC project visited is serving a predominantly alcohol dependent population, although alcohol dependency is accorded low priority at almost all projects visited. Although in its initial design, TASC primarily served the opiate offender, the decline in opiate involved individuals intersecting with the CJS has led TASC to serve a wider range of drug users. We anticipated that TASC projects will continue to adjust to the needs of the local CJS by serving a wider range of drug involved offenders. Furthermore, and particularly in the smaller cities, it is recommended that TASC projects explore ways to provide service to the alcoholics involved in serious crime. Expansion of TASC eligibility criteria to these individuals will provide the opportunity for TASC projects to significantly increase their usefulness to their CJS and community.

Figure IV-5 provides an offense profile of clients admitted to the 12 TASC projects included in our sample. The most commonly reported most serious charges were burglary, larceny and drug charges.

SUMMARY OF CHARACTERISTICS OF ADMITTED CLIENTS

(Percent)

Characteristics	TASC Project A	B	C	D	E	F	G	H	I	J	K	L
Sex												
Male	72	79	96	74	88	84	80	80	88	69	80	76
Female	28	21	4	26	12	16	20	20	12	31	20	24
Race												
White	66	78	--	83	88	26	56	32	76	41	43	46
Non-White*	44	22	100	17	12	74	44	68	24	59	57	54
Age												
<18		5	--	--	8	--	2	3	3	--	--	--
18-21	70	37	42	23	46	21	43	8	43	32	20	24
22-25		25	31	20	28	26	32	40	24	23	22	64
26-30	13	18	18	34	12	34	17	39	22	24	28	
31+	27	15	9	23	6	19	6	10	8	21	30	12
Primary Drug Problem												
Opiate	99	5	76	37	31	81	55	77	55	59	81	48
Poly Drug**	--	18	12	--	--	4	36	--	10	33	13	--
Depressant	--	--	--	9	33	10	5	14	10	4	3	17
Stimulant	--	--	--	37	10	4	4	5	15	4	3	31
Cocaine	--	--	6	--	--	--	--	--	--	--	--	4
Alcohol	--	77	--	6	2	--	--	1	--	--	--	--
Other	1	--	6	11	24	1	--	3	10	--	--	--

* Includes Hispanic.

** Multi-drug user, no drug predominant.

FIGURE IV-4

OFFENSE PROFILE OF TASC ADMISSIONS

(Percent)

Offense	TASC Project											
	A	B	C	D	E	F	G	H	I	J	K	L
Homicide	0.7	0.0	0.0	0.0	0.5	0.0	0.0	0.0	3.4	0.0	0.0	0.5
Rape	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.5	0.0	0.0	0.2
Robbery	9.2	0.0	1.0	5.7	10.9	0.0	0.0	5.0	8.9	5.9	2.5	4.3
Assault	4.0	14.8	0.0	0.0	1.6	0.0	0.0	5.0	2.2	0.0	0.0	0.7
Burglary	20.9	14.8	12.0	17.1	27.7	24.3	32.0	19.0	11.7	20.6	32.5	25.7
Larceny	13.1	13.1	8.0	11.4	2.2	17.3	14.1	9.0	15.6	14.7	17.5	10.6
Auto Theft	0.0	0.0	0.0	0.0	0.5	0.0	0.0	0.0	0.0	0.0	0.0	0.5
Fraud	7.8	1.6	0.0	25.7	8.3	3.8	9.4	6.0	12.3	10.3	5.0	0.0
Drug Charges	38.6	13.1	79.0	25.7	40.3	33.7	27.3	39.0	30.3	27.9	42.5	57.5
Other*	5.7	42.6	0.0	14.4	8.0	20.9	17.2	5.0	11.7	16.2	0.0	
Indeterminate	0.0	0.0	0.0	0.0	0.0	0.0	0.0	12.0	3.4	4.4	0.0	0.0

*Includes receiving stolen goods, violation of probation, firearms offenses, prostitution, property damage, criminal trespass, arson, driving while intoxicated, indecent exposure, child neglect, reckless driving, obstructing justice, unauthorized use of motor vehicle.

FIGURE IV-5

Only a very few TASC projects are able to accept, on a pre-trial basis, offenders charged with a violent offense. Most projects deal primarily with the property or drug possession crimes most commonly associated with the drug involved criminal. With the exception of one project, violent crime offenders (homicide, rape, armed robbery) were admitted only after trial and usually after a period of incarceration.

C. Screening Activities

1. Assessment of Screening Activities. Generally, we have found that TASC screening of the arrested population has been accomplished effectively. As in the case of all TASC functions, TASC screening activities have adapted to local situations. The most significant local factors influencing TASC screening procedures are:

- o the size and diversity of the CJS served by TASC,
- o the ability to have access to the jail or holding location,
- o other pre-trial services available to offenders, and
- o the type of pre-trial alternatives offered by TASC.

Regardless of the approach used to screening, the evaluation team concludes that TASC screeners are generally able to identify potential clients among arrestees interviewed.

Although there exist variations in the screening approaches utilized by each project, two general approaches may be defined as:

- o The total screening of all arrestees by interview, generally conducted shortly after booking, and
- o Initial screening done by reviewing booking logs, coupled with interviewing of only those who appear to be eligible based on their current charge.

Initial screening may be a very short (two or three minute) interview or a more extensive interview designed to identify various factors leading to the offender's arrest. Although there are exceptions, projects screening offenders after reviewing the booking log, generally devote more time to the initial offender interview. Both procedures can be effective.

Figure IV-6 provides a summary of the screening characteristics of the 12 study TASC projects. Seven of these 12 projects attempt to screen all arrestees while four initiate the process by reviewing the booking log or information charge sheet.*

* There may be overlaps in a given project where some cases are totally screened while others are screening initially by review of the logs.

SUMMARY OF THE CHARACTERISTICS OF THE SCREENING PROCESS

Characteristics of Screening Process	TASC Project											
	A	B	C	D	E	F	G	H	I	J	K	L
Performs complete screening of all persons arrested[a]	X	X	X	X		X[b]	X					X[c]
Initial screening done by review of booking log					X			X		X	X	
Screening is multi-purpose		X		X			X			X		
Participate with other agency in initial screening		X		X						X		
Relies on CJS for referrals									X		X	
STUDY YEAR DATA												
Total Number Screened	3,417	-	3,009	12,930[f]	-	3,060[e]	2,141	3,832	-	5,142	932	3,810
- Average per day	9		8	35	-	8	6	10		14		10
- Percent Intake Drug Problem	24.4		65.9	-	-	12.2	-	-	-	18.9	-	-
- Percent Admitted to TASC	4.4	-	8.8	1.3	-	3.1	13.4	20.5	-	2.8	38.7	2.2

[a] May exclude such arrestees as fugitive, federal warrent and other such cases where TASC could not possibly intervene

[b] Complete screening of felony cases only

[c] Although attempts are made to screen all arrestees, it is estimated that 66 percent of all arrestees are actually screened by TASC

[d] In addition to screening of booking logs, screening of arrestees held over at the narcotics court lock-up is also done

[e] Based on projected three month data

[f] Estimate extrapolated from data for six months; bail evaluations also conducted during this screening process.

FIGURE IV-6

In the cases of three of the projects that conduct screening of all arrestees and one other, the screening is multipurpose, i.e., for TASC and other service agencies. Additionally, three of these projects collaborate with another agency in screening the arrested population. Generally, these other agencies are pre-trial service agencies or agencies of the CJS responsible for bail evaluations. We found that TASC projects involved in multipurpose screening are particularly effective. On the basis of the one screening interview, referrals may be made to alcohol or mental health services or other service agencies offering assistance to arrested individuals. Participation with other agencies also increases the coverage and avoids duplication of efforts.

Two of the projects visited rely heavily on the CJS for referral of drug dependent offenders. In both of these cases, the TASC project is serving a large and diverse CJS. Initial screening by either of the two methods referred to above is not possible in these two cases.

Where possible, we obtained data on the total arrested population screened by the study TASC projects. These results are also shown in Table IV-6. Project D screened 12,930 offenders during the study year, an average of 35 offenders per day. This was accomplished primarily by the project's sponsoring pre-trial service agency with TASC' assistance. However, out of this process, only 1.3 percent of those screened were admitted. Projects J and H screened 5,142 and 3,832 offenders, respectively, during the study year. Both of these projects initiated the screening process by a review of the booking logs. It is clear, therefore, that by adopting this procedure, it is possible to maintain a high level of screening coverage.

Project H also admitted the highest percentage of persons screened.* This project admitted 20.5 percent of all persons screened. This was possible because this project operates a jail treatment program and, therefore, offenders not released can still enter TASC. The availability of this option, greatly increases TASC' ability to provide services to offenders and the CJS. Project G also admits a high percentage (13.4) of all clients screened. In this case, the TASC screening process involves referral for other pre-trial services, but all screening is done by the TASC screener with no assistance from other agencies. Project C admits 8.8 percent of all persons screened, but 65.9 percent of screened offenders admit to drug use. In this case, strict eligibility rules, long delays between screening and TASC admission and a conservative CJS severely limits TASC' impact on the pre-trial population.

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* Excludes project X which heavily relies on CJS for client referral.

Four of the eight TASC projects,* for which complete data were available, admitted 3.1 percent or less of all offenders screened. Three of these projects attempted to screen all arrestees while one initially screened the booking logs for potentially eligible clients.

Table IV-7 summarizes the relative level of effort devoted to screening and identification by the 12 study TASC projects. The relative level of effort devoted to screening ranged from 3 percent to 25 percent of total resources expended. The median was 13 percent. The level of effort, in terms of resources expended, was not found to be related to the screening workload, nor to the percentage of screened offenders actually accepted. There was some relationship found between the level of effort expended and the unit cost per person screened, but this is strongly influenced by whether or not other agencies collaborated with TASC in the screening process.

In sum, the identification process was effective in terms of identifying potential clients, i.e., drug abusers. There is no system pattern in terms of how screening is performed, in fact, the screening model is bi-modal -- they either screen all arrestees, or only those that may be potential clients. Finally, there is no relationship between the level of effort expended on identification (as a percent of total TASC resources) and the percent of screened offenders admitted.

2. Assessment of Offenders Missed by the TASC Screening Process. Most TASC projects do not keep good records on offenders not screened or on offenders screened but not initially considered to be eligible. Consequently, data obtained by the evaluation team to address the issues of the missed population are inconsistent among study projects. In each case, we obtained the most complete data possible on all potential clients missed, either from the police department, court records or from TASC. As noted in Section VIII, we recommend that TASC projects attempt to obtain and maintain data on clients not admitted. These data are important in assessing the effectiveness of the screening activity as well as in assessing possibilities for new sources of referrals.

Potential clients, meaning drug users who become involved with the CJS, who do not enter TASC may be viewed as being (1) persons never contacted by TASC or (2) those who are screened by TASC but not admitted. As discussed above, many TASC projects attempt to screen all offenders. Unless TASC screening is combined with the formal CJS processing, such as in the case of TASC screening coupled with bail evaluations, some offenders will be missed. This often occurs when offenders make bond or are released immediately after booking. Unless TASC provides 24 hour screening, these offen-

* Does not include one project that heavily relies on the CJS for referral of clients.

RELATIVE LEVEL OF EFFORT EXPENDED ON SCREENING/IDENTIFICATION

		TASC Project											
		A	B	C	D	E	F	G	H	I	J	K	L
Percent of Total Resources Expended	%	6	13	18	4	10	25	17	3	5	16	17	13
Unit Cost (Dollars per Person Screened)	$	5	75	29	14	na	97	22	3	na	9	99	10
Admitted as Percent of Total Screened	%	4	na	9	1	na	3	13	20	na	3	na	2

na - Data not available

FIGURE IV-7

ders will, most likely, be missed. Many TASC projects attempt to contact these individuals by mail or attempt to make contact at the preliminary hearing. In all, however, these secondary attempts have not been particularly effective.

Even in cases where TASC does comfront offenders, a screening interview may not be completed because of the offender's right to refuse the interview. Depending on the city and the mode of screening, our estimate of the percentage of offenders refusing the TASC screening interview range from 10 to 25 percent.

In general, however, TASC has been effective in reaching the vast majority of offenders when the attempt is made to do so. Rejection by TASC at this stage occurs for a variety of reasons. Based on the data available, our estimate, in the approximate order of relative importance, of the reasons why TASC rejects clients from further consideration at the point of screening are:

Most frequently reported

- Current charge or previous criminal history is too serious for the offender to meet the operating TASC eligibility criteria,
- Client does not have a drug problem or refuses to admit to drug use,
- Judicial refusal to accept TASC recommendation for conditional release,
- Offender's past TASC failure and/or failure in previous drug treatment progress,
- Lack of any motivation for treatment expressed by the offender during the screening interview,*
- Defense attorney opposition to TASC conditions,
- Refusal of probation and/or parole to concur with TASC stipulation,
- Charges dismissed,
- Offender in need of psychiatric help beyond what can be offered by drug treatment programs.

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* Motivation, as a factor influencing admission, plays a far greater role in the diagnosis process. At this stage in the TASC admission process, client motivation is a key factor in the admission decision.

Analysis of data on offenders rejected versus those accepted consistently shows that TASC is more likely to accept Whites, females and younger persons. Additionally, as should be expected, TASC clients have lesser criminal records than do those rejected offenders.

With some exceptions, TASC misses persons who probably would not be admitted were they to be contacted. In most cases, where an early ROR is granted, a TASC disposition would represent a harsher alternative than the normal disposition and, therefore, it is unlikely that the offender would volunteer for TASC.

D. Diagnosis and Referral Activities

The amount of effort put forth in the diagnosis and referral process by the study TASC projects varies significantly. Most of the variation in effort stems from how each project views this function. Other reasons include:

- the variability in the need for extensive work-ups in order to justify recommendations for the CJS, and
- assistance received in this process from central intake/referral units.

The diagnosis and referral processes can, in some cases, be separated. However, since a major part of the diagnosis process is devoted to determining the appropriate referral, these processes are closely linked and viewed as a single process by nearly all study projects.

Figure IV-8 provides a summary of the relative level of effort devoted to diagnosis and referral by the 12 study projects. The percentage of resources devoted to this function varies from 4 percent to 24 percent of total project resources. The median percentage is 16. Greater allocation of resources to diagnosis and referral is not related to whether or not the project utilizes the services of a psychologist or the amount of time devoted to the process for each potential client.

Diagnosis and referral cost per client admitted ranged from $80 to $305 per client for projects not assisted by a central intake unit. The two factors that had the greatest impact on these costs were the volume of clients admitted and the acceptance rate. These factors were particularly important in the cases where TASC projects maintained a separate diagnosis and referral unit. In these cases, a relatively fixed amount of resources were devoted to diagnosis and referral. Unit costs were less when more clients were admitted and less effort devoted to offenders rejected.

Four of the 12 projects visited utilize the services of a professional psychologist in this process. Three of these projects administer one or more psychological tests to potential clients.

RELATIVE LEVEL OF EFFORT DEVOTED TO DIAGNOSIS AND REFERRAL

		TASC Project											
		A	B	C	D	E	F	G	H	I	J	K	L
Percent Resource Allocation	%	23	16	na*	10	17	13	13	7	23	24	18	4
Unit Cost (Cost per client referred to treatment)	$	217	305	na	100	149	329	118	29	204	88	274	80

*na - Data not applicable (all diagnosis and referral done by non-TASC agency)

FIGURE IV-8

Although we concur with most TASC projects that psychological testing is not necessary to effectively accomplish the diagnosis and referral function, tests can be of limited usefulness. Projects using psychological tests reportedly do so to increase their credibility with the court and/or to protect themselves from accepting a client prone to violent behavior. Projects that do administer psychological tests express a great deal of confidence in the test results. For the reasons stated above, they believe that these tests are an important component of the diagnosis process.

We consistently found that younger projects conducted a longer, more involved diagnosis process. Similarly, as projects gained more experience over time in the diagnosis and referral process, the process was curtailed, both by eliminating forms or questions from forms and by curtailing interview time. Two factors influenced this trend. First, as the diagnosis and referral unit gained experience, they became more efficient. Secondly, TASC projects, as they gain experience, have evaluated the need for the data collected. In most cases, this means a reduction in the amount collected.

In larger cities where there is a large number of treatment programs available, the referral process can be more involved. However, we did not find that higher costs or more effort was consistently required to perform this function when referral options were greater.

Two projects visited were assisted in the diagnosis and referral process by a central intake/referral unit. This, of course, results in fewer TASC resources being allocated to this process.

Of the 12 projects visited, nine generally complete the diagnosis process for a given client in one day. In these cases, an average of approximately two hours is devoted to the process. Two projects generally complete the process in three days.

We did not find that spending more time with clients or conducting more involved diagnosis increased the effectiveness of diagnosis and referral. The diagnosis and referral personnel employed by TASC projects are capable of identifying offenders with drug problems and making an appropriate referral. Two hours of effort is generally sufficient time for these professionals to make these decisions.

Referral decisions are based on similar considerations, assuming all of the major treatment modalities are available in the TASC city. The most important criteria are:

- Judicial preference: In many cases the court will stipulate either the modality (inpatient) or the specific treatment program to which the client is to be

referred. In other cases TASC' referral decision is often based on anticipated court reaction.

- o Length and severity of addiction: Clients with a long history of opiate use, often coupled with previous treatment failures, are generally referred to inpatient treatment. Younger clients that do not have a long history of addiction are generally referred to outpatient facilities. Clients are rarely referred to a methadone maintenance facility.

- o Veterans Hospitals: In cities where there is a Veteran Hospital Drug Dependency Treatment Center, veteran clients are consistently referred to these centers as they offer the full range of medical and drug treatment services.

- o Client Residential Location: Clients referred for outpatient treatment are generally referred to a facility close to their residence.

In addition to these general criteria, TASC diagnosis and referral personnel take many other personal factors into consideration. We did not find a single case where we concluded that the referral decisions were inappropriate. Although there were a few cases where the treatment programs rejected certain referrals, they also consistently reported that the TASC referrals were appropriate for their program.

In general, we found that the TASC diagnosis and referral process was effectively accomplished by TASC projects. Both the CJS and the treatment programs consistently complimented TASC expertise in this area. In many cities, the TASC diagnosis has filled a void in the CJS and this is generally recognized by the judiciary. Similarly, probation and parole departments in some cities have come to rely on TASC for this service. It is important to recognize, however, that the diagnosis and referral decision need not be complicated. Projects devoting relatively less resources to this function are maintaining an equally high level of quality as those devoting relatively more resources to this function.

E. TASC Monitoring Activities

The primary objective of TASC monitoring activities is client accountability. TASC must be in the position to accurately report client progress to the CJS or to intercede in the treatment process when clients are not meeting their TASC/treatment responsibilities. The second function of an effective monitoring system is project evaluation. The information collected and used for client monitoring should also be structured for use in monitoring TASC program effectiveness. Most TASC projects very effectively meet the first objective, while very few attempt at all to meet the second objective.

The development of TASC credibility within the CJS is more often a function of the recognition of the effectiveness of TASC monitoring and client progress reporting than any other TASC service. TASC monitoring provides the court with a real alternative to pre-trial detention and post-trial incarceration. Nationally, Probation Officers carry case loads of such size that it is impossible to closely supervise probationers. TASC, through its monitoring and reporting offers the close supervision that cannot generally be offered by a Probation Department. In a few cases, TASC was seen as too much of a client advocate by the judiciary, but still received clients from the judiciary as an alternative to post trial incarceration. With very few minor exceptions, we conclude that TASC monitoring has demonstrated its fairness to the courts. Although the intensity of TASC monitoring varies among projects, we did not find a single case where we concluded that TASC monitoring was not sufficiently thorough to enable TASC to meet its responsibility to the court.

All TASC projects visited receive periodic and emergency reports from treatment programs and periodically (usually monthly) report client progress to the courts. We consistently found that the judiciary preferred receiving extremely short reports on client progress. Most judges interviewed do not have a high regard for drug abuse treatment and do not appreciate receiving reports on the therapeutic progress of clients. We have found that as TASC projects become more established, the reports submitted on client progress become more abbreviated. To a large extent, the judiciary will accept TASC' simple statment that the client is or is not meeting TASC requirements and urinalysis results. In most cases, more detailed information is not needed.

As shown by Figure IV-9, nine of the 12 TASC projects visited conducted onsite inspection of the client's treatment records. The evaluation team strongly supports this policy. We also recognize that in nearly all cases, the treatment program counselors can be relied upon to report accurate information to TASC. However, we have also concluded that onsite inspection enables TASC to validate treatment reports and, at times, uncover difficulties between a client and a particular counselor that might not otherwise become known to TASC. Although this is a minor point, we do believe it is useful for TASC to have access to client treatment records. Fortunately, treatment programs generally do not object to this policy. In fact, many treatment programs encourage the TASC monitors to review these files so that their clients can be more strongly and accurately represented by TASC at sentencing or before the parole or probation officer. One TASC project visited has successfully integrated the probation department into the treatment process. In this case, TASC and the client's probation officer attend nearly all client staffings conducted at the treatment program. We viewed this as extremely effective in reinforcing the client's alternatives and reducing the client's attempt to play the TASC monitor against the probation officer as sometimes occurs.

ASPECTS OF TRACKING/MONITORING

Regular Procedures		TASC Project A	B	C	D	E	F	G	H	I	J	K	L
On-site Inspection		-	X	X	X	X	-	X	X	X	-	X	X
Periodic Reports		X	X	X	X	X	X	X	X	X	X	X	X
Active Client Retrieval		X	X	-	-	-	X	-	X	-	-	-	-
Percent Resource Allocation for Tracking	%	42	39	27	42	24	18	23	18	29	36	21	61
Active Clients Per Tracker (FTE)	#	35	40	40	24	60	60	80	113	33	26	44	28
Tracking Unit Costs													
Cost per Client*	$	309	636	306	325	329	203	161	111	209	123	268	557
Cost per Successful Client**	$	859	797	358	627	330	260	243	247	857	290	485	612

* All clients in treatment plus all terminations during study year.

** All clients in treatment plus successful terminations during study year.

FIGURE IV-9

Four of the 12 TASC projects visited conducted routine client retrieval. This extends the regular TASC monitoring to actually tracking clients who split and notifying police of his/her whereabouts. In two cases, the TASC retrieval officer or probation officer have the right to place the client under arrest. The active retrieval of clients is not a program element that is suitable for the majority of TASC projects. However, this function has been extremely effective for the projects that perform this function in gaining support from all elements of the CJS.

In general, TASC projects devote a greater share of their resources to the tracking and monitoring function that they do to any other major TASC functions. The percentage of resources devoted to this function does, however, vary substantially among projects as shown by Figure IV-9. The percentage of resources devoted to this function is not related to whether the TASC project is sponsored by a treatment or CJS agency, except that the TASC project that does devote the highest percentage of resources to this function is a component of the county probation department. Although the relationship is not completely consistent, projects that devote a smaller share of their resources to tracking and monitoring tend to have a higher client per tracker ratio. The mean clients per tracker for the six projects that allocated 27 percent or less of their resources to this function was 66 clients per tracker. In the cases of six projects that allocated 29 percent or more of their resources to this function, the mean was 31 clients per tracker. We may, therefore, conclude that a higher allocation of resources to tracking and monitoring is strongly associated with smaller case monitoring case loads.

Smaller monitoring case loads do not necessarily imply more intense monitoring of clients. We did find that monitors who carry case loads of over 50 clients must rely, to a larger extent, on treatment program reporting rather than on personal contacts with the clients to monitor client progress. However, in these cases, particularly if clients are assigned to trackers by treatment program, client monitoring may be as intense as in the cases where fewer clients are assigned to each tracker. Assignment of clients by treatment program has significant advantages in that the monitors can efficiently obtain client progress information and review client records of many of their clients during a single visit. The only disadvantages to assignment of clients by treatment program are that this process limits flexibility in client assignments and it reduces the opportunity for the trackers to maintain current assessments of all available treatment programs, thereby limiting the trackers input into client transfer decisions. We conclude, however, that the advantages outweigh the disadvantages.

Assignment of clients to trackers by treatment programs has the additional advantage that the project can expand and the rates of clients to tracker increase with a relatively minor impact on the trackers ability to monitor his/her clients. As noted above, we did conclude that monitoring as conducted by all of the projects visited was of sufficient quality to enable TASC to meet its CJS obligations, even in the cases where TASC monitors had case loads of 80 or more clients.

We conclude that the CJS pressure exerted by the TASC monitoring activities contributes significantly to client performance in treatment, and the successful completion of the client's obligations to TASC and the CJS.*

F. TASC Project Organization, Administration and Data Management

1. TASC Project Organization. Six of the 12 projects visited are currently structured along the lines of the general TASC organizational structure. That is, they are organized into units that specialize in screening, diagnosis and referral, court liaison, tracking and monitoring and administration. In these cases, there may be some overlap of functional responsibility between the units, but they do generally have units specializing in these functions. When functional overlap does occur, it is often in the area of court liaison where the screening, diagnosis and referral and tracking and monitoring share this responsibility. Responsibility for interfacing with the CJS on the part of a client may vary depending on the TASC/treatment stage of the client. The court liaison function is the least clearly defined of all TASC functions and also, because of differences in local CJS environments TASC projects respond to the need for court liaison activities in different ways. It is not unexpected that, even in cases where the traditional TASC organizational structure is followed, projects perform this function in ways unique to their own environment.

Deviations from the traditional TASC organizational structure, although not uniform, tend toward complete assumptions by staff members of client responsibility from screening through tracking and monitoring. Distinctly different from the specialization approach, these organizational structures use case management approaches. One study site represented the prototype of this organizational structure. In this case, the responsibility for screening was rotated on a weekly basis, among five case managers. Clients screened and accepted by these case managers during the time they were responsible for screening, became the case managers responsibility for diagnosis, referral and monitoring. Absolutely no specialization by function exists. All major TASC functions, except project administration, are performed by every staff member. In other cases, TASC projects have combined two or

* See discussion in Section V.B.2, TASC Relationships with Treatment Agencies.

more of the major functions, opting for less specialization. Commonly combined are diagnosis, referral and monitoring. Court liaison activities commonly are combined with all major functions of the TASC process. In a few cases, the screening and diagnosis functions are combined.

In terms of effectiveness, we found no clear operational advantage to either type of organizational structure. However, we did conclude that project expansion is more efficiently accomplished with projects using the standard TASC organizational structure. In the case of the case management approach, it is difficult to operate effectively beyond a maximum case load of 35-40 clients per staff member.

2. TASC Project Administration. As shown by Figure IV-10, percentage of total project resources devoted to project management ranged from a low of 14 percent to a high of 44 percent. In general, we believe that allocation of over 30 percent of total resources to the administrative function is not appropriate. TASC projects, even new projects, should be able to effectively manage project functions with less than 30 percent of total project resources.

The percentage of resources devoted to the administrative function was related to the size of the project. The mean number of staff members employed in the six projects that devoted 25 percent or less of their resources to administration was 23.5. The mean number of staff members employed in the six projects that devoted 26 percent or more to administration was 14.8. From this, we conclude that, in general, the absolute amount of resources necessary to manage a TASC project is relatively fixed. The number of personnel necessary for project administration need not increase appreciably with the growth of the project. Administrative personnel in nearly all projects visited consist of a Project Director, Deputy Project Director, a small secretarial staff and a data clerk or analyst. As projects expand, personnel are generally added to the functional line areas of responsibility. Conversely, however, we have also found that as project budgets are reduced, it is generally not the administrative positions that are terminated. There was no relationship found between the percent of resources devoted to administration and the total number of clients per staff member.

We did find that the staff members employed by the TASC projects are highly motivated and dedicated people. They are also professionally competent. We found this to be true of virtually every staff member interviewed during this evaluation. The salaries paid to the project directors are in the mid $20,000 range. Salaries for most staff members range from $8,000 to $16,000. These are not high pay scales given this level of expertise and effort required of these staff members. The motivation observed by the evaluation team, we conclude, does not stem from the salaries paid.

ADMINISTRATION

		TASC Project											
		A	B	C	D	E	F	G	H	I	J	K	L
Percent Resource Allocation to Administration	%	21	30	14	37	23	44	32	25	37	26	22	18
Total Project Staff	#	12	11	43	10	12	18	11	19	24	16	27	28
Clients* per Staff Member	#	40	15	10	32	24	20	35	98	22	92	16	19

*Clients in treatment plus all terminations

FIGURE IV-10

The implementation of the TASC concept requires this level of motivation. Projects succeed or fail based primarily on the quality of the staff members rather than on the organizational structure or other internal factors. In those projects that we concluded were highly successful, we could relatively easily identify one or a few key people. This does not mean that the remaining staff members were not, also, of high quality. However, to successfully implement a TASC project, a relatively large number of obstacles, usually in the CJS, must be overcome. This requires that the persons selected to implement TASC have the quality and persistence to overcome these obstacles and, at the same time, organize internal TASC operating procedures. TASC has been effective in attracting individuals with these skills.

3. TASC Data Management. The management and use of data obtained by TASC projects is an area where most TASC projects are deficient. In general, most TASC projects rely on local evaluation contracts to assess how well they are meeting their objectives. We consistently criticized projects for their lack of self-evaluation. Although most TASC projects collect a large volume of data, poor file management and inadequate information management are widespread among the TASC projects visited. This severely limits the ability of TASC projects to routinely review their operating procedures and decisions. Although, as mentioned above, the client files maintained often contain voluminous data, these files are not always centralized, rarely cross-indexed, often without fixed document sequence, frequently imcomplete, and rarely subject to formal file review. In addition, only a minimal amount of the collected data is ever aggregated. For the most part, this information is summarized for the purpose of completing the "TASC Quarterly Statistical Reports" (previously monthly and quarterly), or for meeting other external report requirements. Rarely do TASC projects use their own information networks, choosing instead to rely on external evaluators to tell them how well their projects are doing.

Some projects have considered development of internal Management Information Systems. Most of these were still in the planning stages at the time of the System Sciences, Inc. site visits. Seven of 15 projects* were either planning to computerize, had begun to computerize, or, in one case, had a computer system in place, but not operational at the time of the site visit.

This section presents a discussion of these issues under the following five headings:

- o TASC Quarterly Statistical Reports
- o File Management

* Includes two projects in pilot test phase, 12 study projects and one project evaluated post-study.

- o Minimum Data Set -- Manual Data Aggregation
- o The Question of Computers
- o External vs. Self-evaluation

a. TASC Quarterly Statistical Reports. All TASC projects take very seriously their obligation to produce "TASC Quarterly Statistical Reports." In fact, many projects set up special accounting systems just to complete this document. However, hardly any makes use of this document internally. In addition, the manner in which separate items are defined differs considerably from project to project.

The central inconsistency concerns who is to be identified as a TASC client. In some cities, persons who are screened pre-trial and determined to be eligible and acceptable as TASC clients, but who have not been referred to treatment and are subsequently "turned down" in court, are listed as TASC clients, reported as neutrally terminated. In other cities, these persons do not appear in the client flow at all.

Many projects complain that a substantial proportion of their activity is never credited. These projects serve their CJS, in part, by acting as drug dependency evaluators. They argue that an evaluation of no drug dependency, or an evaluation of drug dependency that does not result in a specific stipulation to TASC, expends as many resources as an evaluation of drug dependency that does result in a TASC stipulation.

The System Sciences, Inc. evaluators conclude that the funding agency for TASC should require new TASC projects to use a common data dictionary and manually aggregate a minimum data set. If this became a standard requirement, two things would happen:

- o The TASC Quarterly Statistical Report would be derived from an internal information management system, rather than be treated as an external report requirement with no internal usefulness.
- o If the minimum data set were well defined in the data dictionary, the reports drawn from this set would be more standardized (see the section d., below, A Minimum Data Set -- Manual Data Aggregation).

If the TASC Quarterly Statistical Report is to be revised, the referral pathway scheme described in Section II.A might be used as a convenient organizing principle.

b. File Management. In one TASC project, active case files are kept in the locked desk drawer of the assigned case monitor. There is no central source that can be referred to when trying to locate client files. Even when the correct desk is located,

the stacking of files therein follows no fixed sequence. There is no required document sequence within individual files, many forms are incomplete, and there is no file review process. Terminated cases are files with the parent agency. If a case is reactivated by another component in the parent agency, the file is lost to TASC altogether.

Most other TASC projects share, to some extent, the problems enumerated above. From the several TASC projects with good file management systems, we generalize the following minimum requirements that should be adopted by all TASC projects:

- Maintenance of central files, cross-indexed by status (active/terminated), client number and client name, with fixed document sequence and regular, formal file review to insure completeness, and eliminate duplicate records.

One TASC project has expanded from a city to a state environment. This may be a trend in other TASC projects. Typically, statewide or state area TASC expansions include a central administrative office located in the largest CJS jurisdiction, with a series of satellite offices located throughout the state or area. This configuration generates special file management problems that become acute when clients are transferred from one satellite office to another, or to the central office. For state or state area projects, planning in the area of file management is a necessity. We recommend that prior to statewide expansion, the TASC executive staff prepare, in writing, a formal file management plan to guide information maintenance. In particular, the plan should address the problems of file duplication, client transfers, and central control.

c. Minimum Data Set -- Manual Data Aggregation. Only two of the 12 study projects had fairly comprehensive central statistical logs. Most TASC projects had no easy method by which to tally client characteristics or interrogate their information in any reasonable manner. Establishment of two central statistical logs would enable all projects to perform manual data aggregation. The key to efficiency in this area is the selection of a minimum data set.

The first of the proposed logs would contain information on all TASC admissions. One project keeps its log on very wide sheets of accounting paper, a reasonable approach. On the left-hand portion, baseline information can be entered for each client:

- age
- race
- sex

- o employment status
- o current charge
- o prior record
- o drug abuse pattern
- o prior treatment
- o source of referral
- o referral pathway
- o whether or not this is a readmission
- o date screened
- o date of diagnosis
- o date referred to treatment
- o treatment referral

Later updates on the right-hand portion would include the following:

- o date and charge for any rearrests
- o date and reason for any change in referral pathway, (e.g., conditional release to sentence alternative)
- o date and reason for any jeopardy/trouble alert/probation period
- o date and reason for any change of treatment program
- o date and reason for any change in employment status
- o date and reason for any discharge.

In the two projects that use a log system, the main problem in this area has resulted from readmissions. The best solution may be to have a separate listing for each readmission (with the readmission box ticked "yes"), provided that it is not merely a new referral pathway in an uninterrupted sequence (e.g., conditional release becoming sentence alternative, or prison treatment becoming stipulated parole).

One of these projects had a good data dictionary for each item; the other did not. In the latter case, it was difficult to perform any data analysis. The same referral source was variously listed by the source's name, by his office, or by his location, depending upon who did the actual data entry. Clearly, the advantages of manual data aggregation cannot be realized in the absence of a standardized codebook.

The second statistical log would contain a list of all persons screened and interviewed by TASC, for which the following data items would be included:

- o source of referral
- o referral pathway
- o age
- o race
- o sex
- o current charge
- o prior record
- o drug abuse pattern
- o where screened
- o whether or not a court-ordered evaluation was complete
- o whether or not a diagnosis was complete
- o whether or not the client was admitted (and therefore appears in the first statistical log as well)
- o if not admitted, why not.

The purpose of this log would be to pinpoint where clients are "lost," and to investigate the reasons why potential clients are not being admitted.

Both of these statistical logs could be used to generate a wide variety of reports, including the TASC Quarterly Statistical Report, by aggregating only several columns. However, if the goal is to produce cross-tabulations or to screen out several variables, the aggregation could become tedious. As the total number of clients admitted exceeds 100, there is a strong temptation to automate at least a portion of the system in order to fully utilize the information collected in the statistical logs. In fact, some programs have made the decision to automate without having ever pursued manual data aggregation.

d. Self vs. External Evaluations. Rather than implement a program of self-evaluation, most TASC projects rely upon local external evaluators to tell them how well they are doing. Although many reports are extremely lengthy and contain a wealth of material, they rarely address the issues of TASC effectiveness and process efficiency. Most TASC projects need to establish a self-evaluation process as part of their normal management function. If there are standard reporting systems, data definitions and an evaluation approach (such as demonstrated in this evaluation effort) then comparative self-evaluations within a project and among projects could be realized. Internal or self-evaluation is an integral part of project management. A nationwide external evaluation is needed only periodically to obtain a reading for the national TASC program.

G. Estimates of TASC Process Outcome

TASC is not directly responsible for client treatment outcome. Although some TASC projects do become involved in the client treatment process through their own counseling, treatment outcome remains the responsibility of the community treatment structure. TASC' responsibility is to monitor client progress and intercede between the community treatment structure and the CJS. However, it was consistently reported by representatives of the 40 treatment programs visited during this national evaluation, that the TASC process has a significant positive impact on the treatment of TASC clients. This is reported to result from the court pressure applied by TASC resulting in a clear ultimatum to the client. Additionally, the TASC tracker is often used as the "heavy" in the treatment process; thereby adding this resource to the treatment program.

As noted in Section III, it was not our objective in this evaluation to determine client outcome success rates. However, we were able to obtain process success estimates for 7 of the 12 projects visited. Additionally, we did establish reasons for client discharges during the study year for all projects visited. From our perspective, process success may be defined as retaining the client in treatment and/or reaching the point where the client is successfully discharged. These are the primary TASC client objectives since, as noted above, TASC is not responsible for the provision of treatment. Figure IV-11 displays this measure of process success rates for seven TASC projects. In order to calculate these estimates, client discharge data had to be obtained for all clients admitted and discharged from project inception to the end of the study year. This estimate measures TASC' ability to retain clients in treatment as well as reach the point of successful discharge, which is the basic goal of the TASC process. For four projects, we were able to establish these estimates for clients admitted both pre- and post-trial. In all cases, over 64 percent of all clients ever admitted to the TASC projects were either successfully or neutrally* discharged, or were still in treatment at the end of the study year. Given the types of drug users TASC is serving, we believe that these process success rates are extremely good. Projects B, E and I achieved success rates of approximately 80 percent. It is also noteworthy that these three projects deal with many serious felons and one deals with hardcore alcoholics.

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* A neutral discharge refers to the case where a client is discharged from treatment before actual completion of treatment, but this discharge is not a result of client failures. Most cases fall into two classes: (1) the client's term of probation expires, thus TASC cannot force the client to remain in treatment or (2) pre-trial clients under TASC supervision who receive a sentence of incarceration at their trial. In neither of these cases has TASC failed to meet its responsibility.

SUMMARY OF PROCESS SUCCESS RESULTS*

(percent)

Client Source	TASC Project						
	A	B	E	F	G	I	J
Pre-trial	77	83	75	--	75	--	--
Post-trial	56	81	76	--	70	--	--
Total	65	82	79	64	73	78	67

*Calculated as: $\frac{\text{Successful Discharges} + \text{Neutral Discharges} + \text{Clients in Treatment}}{\text{Total Admissions by Source}}$

FIGURE IV-11

Although TASC seems to achieve a slightly higher process success rate with pre-trial clients, with data available for only four projects a firm conclusion cannot be stated.

Figure IV-12 provides a second measure of process outcome. This is an end-point success estimate: the percentage of total discharges that are successfully or neutrally discharged. These estimates are also calculated for all clients discharged since the inception of each project. These estimates are biased because it takes a longer time for successful clients to complete discharge treatment than for unsuccessful clients to leave treatment. Consequently, nearly all of the initial discharges, once a project begins operation, are unsuccessful. Four of these seven projects had been in operation less than 18 months at the end of the study year evaluated and, therefore, the end-point success rates reported here are effected by this factor. Again, TASC appears to have greater success rates with pre-trial clients than with post-trial clients. Although these success rates are generally below 50 percent, the results are still encouraging given the drug using population served by TASC.

Additionally, TASC projects, in many cities, have provided a progressive element to the CJS. TASC projects have often been a leading change factor that has yielded benefits to the offender by providing an option other than incarceration to the CJS by reducing court dockets and costs, and to the treatment programs by increasing utilization. With reference to diversion, most TASC projects have not exerted any effort toward changing attitudes in this area. Most TASC projects argue that to do so would create hostility and reduce their credibility. We believe, however, that TASC should continue to be a progressive element by not neglecting this pre-trial option.

SUMMARY OF END POINT SUCCESS RESULTS*

(Percent)

	TASC Project						
Client Source	A	B	E	F	G	I	J
Pre-trial	62	61	33	--	51	--	--
Post-trial	47	35	34	--	43	--	--
Total	55	40	33	44	47	70	37

* Calculated as: $\frac{\text{Successful + Neutral Discharges}}{\text{Total Discharges}}$

FIGURE IV-12

V. INSTITUTIONAL ASPECTS

Several interrelated areas are included in this section: the potential impact of legislation, operational relationships with the CJS and with community treatment agencies, and the need to be absorbed into the existing structure of local government, i.e., to be institutionalized, after LEAA initial demonstration grant funds are gone.

The major portion of the following discussion addresses relationships with the CJS. This taken together with legislation are institutionalization might have been included as part of the TASC' operational environment (Section II). However, the authors believe that the factors discussed in this Section would be more useful in terms of future planning following, rather than preceding, the analysis of process effectiveness.

A. Legislation

In some jurisdictions, TASC has been confronted with legal obstacles to the inplementation of the intervention concept. To date, these have not been pervasive throughout the country nor have they significantly impacted on TASC. Because of their potential to influence TASC, however, more discussion is a necessary part of this report. There are three issues with which we are concerned in this context:

- o Equal Protection
- o Restrictive Sentencing Legislation
- o CJS Administrative Policy with Regard to Recidivists

Although the third area is not strictly a legal issue but rather an administrative or practical issue, it is still germane to our discussion in this area.

1. Equal Protection. In one of the cities which we visited the TASC project, the State legislature had recently enacted equal protection laws. The purpose of the legislation was to assure that pre-trial diversion was offered across the board to all eligible defendants not just to select groups with special problems. In effect, the law prohibits the operation of any program which is designed for one special population group, such as drug abusers, to the exclusion of all others. TASC was cited as an example of a program which did not insure equal protection under the law. The solution in this particular city was to establish a larger Pre-trial Intervention Program of which TASC was one specialized part.

Diversion as an option was offered to all eligible and those identified as having particular substance abuse problems were referred to the TASC project.

In several other cities where we evaluated TASC, prosecutors were concerned with the issue of equal protection in our discussion of pre-trial diversion. Although laws did not specifically address the problem, some of their reservations about the use of diversion for a drug involved group revolved around this consideration.

One reason why TASC does not confront this problem more often is TASC' limited involvement with diversion. When TASC projects do consider diversion as a possible referral pathway or as an area for expansion, the issue of equal protection must be considered and raised within the criminal justice environment.

2. Restrictive Sentencing Legislation. In another of the cities which we visited, strict sentencing legislation for drug involved defendants was pending in the State legislature. This law provided for punitive rather than rehabilitative sentences for drug offenders and also recommended mandatory sentences for drug offenses. Since TASC operates largely as a sentence alternative program, the impact of this type of legislation would be much more far reaching. The possibility of this bill being enacted into law was rated as very good at the time of our visit.

Although we only faced this type of legislation in one state, we sampled a similar mind among law enforcement officials in many TASC cities. Rehabilitative sentences for drug offenders appeared to be becoming much less attractive for several reasons. Specialized treatment for drug involved offenders had existed as an option for the system for at least five years. The results were largely unsatisfactory and the systems' faith in drug treatment and in the salvagability of drug involved individuals had diminished, significantly. In addition, the public mood was swinging in a more conservative direction towards punitive sentences for convicted felons. Within this kind of institutional environment, the TASC option faces increasing difficulty.

3. CJS Administrative Policy With Regard to Recidivists. The system's response is not always legislation but is more often a shift in administrative policy to accommodate the demands of the public mood. In four of the cities visited, TASC operated in parallel with a Career Criminal Program, another LEAA discretionary project. Ironically, many of the same individuals selected by TASC for potential TASC probations were these identified as "Career Criminals" and therefore ineligible for probation or probation-like sentences. The goals of a career criminal project [illegible] to identify recividists and to assure stiff non-probation sentences are in direct conflict with TASC goals. By definition, [illegible] users are abundantly found within a career criminal [illegible].

Even where career criminal projects are not in operation, similar administrative policies within prosecutors' offices function to identify and segregate the repeat offender for special handling. The posture towards these offenders is non-probation sentences and recommendation for incarceration. The defendant population in which TASC is designed to impact is largely drawn from this same group. Projects like the career criminal, are and policies adopted within the CJS which have the same effect, could seriously diminish TASC' opportunities for intervention.

B. Operational Relationships

One of the initial objectives of the TASC program when implemented in the early 1970's was to bridge the gap between the CJS and the community treatment structure. TASC has accomplished this objective. In a few cases this gap has been bridged without TASC and CJS referrals are made directly to treatment programs bypassing TASC altogether. TASC, in these areas, usually serves the more serious offender who would not otherwise have been referred to treatment. More generally, there still exists a feeling of distrust on the part of the CJS for the community treatment structure. The reasons for this continued negative attitude on the part of the CJS are varied, but the most important are:

- o The treatment program's client advocacy position which leads judges not to believe client treatment progress reports,
- o The lack of the ability on the part of treatment programs to convince the CJS that drug abuse treatment actually works, and
- o The lack of supervision, monitoring and treatment intensity in all modalities except for the residential facilities.

For these reasons, and others, CJS personnel consistently stated that they trusted TASC and not the treatment programs. Critical to this expressed trust of TASC was TASC monitoring and reporting. TASC is often viewed as being in a client advocacy position, but far less than the treatment programs.

We conclude that TASC has bridged this gap, but the bridge is fragile. Were TASC to cease operation, the gap, particularly for the more serious offender now being served, would quickly reappear.

1. TASC' Operational Relationship with the CJS

a. Overall Impact. The evaluation team concludes that operational relationships with the CJS agencies are the most important factor contributing to the success and ultimate survival

of TASC. Further, since virtually all TASC programs go beyond the strict diversion model, it is imperative that TASC programs establish working relationships with each and every agency within their criminal justice environments. Indeed, the more successful TASC programs maximize the possibility of multilevel intersection by providing a TASC mechanism or service at each point of intersection with CJS.

(1) CJS Impact on TASC Model. Many of the TASC programs were introduced within their criminal justice environments as diversion mechanisms. In two cases, the initial overtures were unsuccessful because the CJS environments would not tolerate drug diversion programs. In other cities, the initial presentations omitted diversion because the proponents knew that diversion was unacceptable to the CJS in their city. This is not to suggest, however, that diversion does not exist. In fact, diversion is either practiced or possible in nearly all cities. Typically, there is enabling legislation that the prosecutor and, less frequently, the courts choose not to exercise. Less often, diversion is a prosecutor's program limited to first offenders charged with minor offenses that are not drug-related, with the possible exception of marijuana offenses. Clearly, the original TASC model is not compatible with these mechanisms.

In cities where diversion is one of several possible referral pathways, the case volume is generally quite low and includes many marijuana referrals. The two projects in our sample that are heavily involved in diversion have a number of serious problems that offset the anticipated advantages of diversion. These problems are discussed in Section II.A., Original Model vs. Current TASC Configurations.

(2) Inclusion of Marijuana in TASC Operations. Most TASC projects do have to confront the problem of marijuana offenses. Although national TASC guidelines discourage TASC from becoming involved with exclusive marijuana abusers, many criminal justice environments seek TASC' guidance in processing marijuana offenses. Most TASC projects do evaluate persons charged with marijuana offenses and, if an individual is found to be in need of community based treatment due to a number of other, more serious, drug patterns (or, in some projects, if the individual is determined to be a "dysfunctional marijuana consumer"), then he can be admitted as a TASC client.

Three projects visited (including one pilot test and one post-study visit) go beyond this model. Recognizing that the CJS environment did not wish to imprison or place on probation persons charged with marijuana offenses, but did want these offenses treated seriously, these projects agreed to process these marijuana abusers. If an offender is diagnosed as a marijuana consumer, TASC requires that individual (typically, on diversion or stipulated to TASC as a misdemeanor court sentence alternative) to

attend a drug education course. In two of these cities, TASC administers the course; in the third, TASC acts as a referral agent to an outside education program.

Because many CJS environments want to treat marijuana cases seriously, but not by jail or probation, and because these cases are seen as drug cases, and TASC as the agency that should handle drug cases, we recommend that TASC programs not shy away from tackling the problem of marijuana arrests. The drug education approach described above appears to be a reasonable solution. Working with the CJS on marijuana arrests seems to hold three distinct advantages for TASC:

- The courts are typically grateful to have an alternative in this area, and TASC becomes increasingly regarded as the agency to approach in all matters pertaining to drug abuse.
- Most marijuana arrests are disposed of in misdemeanor courts. By working with the court in this area, TASC presents an option which may allow it to expand its lower court activities.
- Some of the cases assigned to TASC involve more serious drug abusers who can become TASC clients, and who can be referred to community treatment under the same sanction that mandates drug education attendance for the less serious marijuana consumers.

The principal disadvantage in this area is that resources are diverted from the "more serious" TASC clients and activities. However, if the course of its involvement is properly configured, TASC need not expend too many of its resources. One of the three cited projects uses volunteers for most of these activities.

Another service not found in the national TASC guidelines but one that has become important to many TASC programs is "evaluations." In some states, there is legislation requiring the courts to consider a defendant's "addiction status" if the issue is raised by the defendant or his attorney. In most jurisdictions, judges, pre-sentence investigators, or parole boards may want, as a service, to be advised of an individual's addiction status.

If a determination is made that an individual is an addict, he may be referred to TASC. Although a TASC program's service as drug abuse evaluator will mean a large expenditure of resources in writing reports on clients who are diagnosed as not being addicts. We recommend that TASC projects accept this function if the CJS expresses a need for it.

(3) TASC Visibility and Impact on CJS. Operating as a focal point for drug related arrests increases TASC visibility and promotes its identity as the drug clearinghouse agency. On the other hand, TASC has many functions, sometimes hidden, which tends to work against a distinct identity for TASC in the Criminal Justice System. In addition, there are several related visibility problems. Because each criminal justice agency works with only a part of the total TASC enterprise, a great deal of confusion exists among CJS respondents concerning what TASC, as a single entity, is all about. A judge may regularly interact with a particular TASC worker in sentence alternative cases, but he may be unaware that TASC also functions in juvenile court, operates a diversion program, acts as custodian in third party releases, and makes recommendations to the parole board.

These problems are compounded by the fact that TASC efforts are often camouflaged by the activities of other CJS agencies. For example, a judge may work with a pre-trial service agency on conditional releases, recognize that a number of these cases involve drug treatment stipulations, and know that someone working in or with that agency is doing the diagnoses and subsequent monitoring. However, he may not have a clear conception of TASC and the precise nature of its involvement. Similarly, a felony court judge may be aware that TASC is involved in the pre-sentence investigation process, and will somehow be involved in the probation monitoring if he accedes to the recommendation, yet he may have no actual acquaintance with TASC.

On several occasions, the System Sciences, Inc. evaluation team suggested that a TASC project increase its visibility and identity within the CJS. Some specific recommendations have focused on the regular preparation and distribution of brief descriptive reports that also document TASC "success stories."

The evaluators conclude that if TASC is part of a larger CJS agency, there are less identity and visibility problems. The parent agency, which is viewed as an integral part of the CJS can "carry" TASC; but that TASC' flexibility may be limited to the kinds of activities that "fit" within the parent agency, particularly when institutionalization is involved.

The fact that TASC rarely becomes essential to the Criminal Justice Systems in which it operates is demonstrated by comparing an emerging pre-trial services agency with a newly formed TASC project in the same jurisdiction. During one three-month period in a TASC city where TASC is part of a pre-trial services agency, the larger agency supervised 1,339 OR releases and 150 conditional releases. TASC accounted for 52 of the conditional releases. Although this TASC project performed well, those 52 conditional releases were valuable, but not critical, to the CJS environment. On the other hand, the supervision of 1,489 total releases by the pre-trial services agency had become critical to criminal justice processing in that city.

In no city visited had TASC made such a dramatic impact on the total volume of cases processed that its absence would have been devastating to the CJS. Pre-trial service agencies, probation departments with pre-sentence investigation units, vast multi-purpose pre-trial intervention/diversion programs -- any of these may become indispensable. TASC projects typically do not. Consequently, to survive in a "tight money" environment, TASC needs to fight harder than programs that can more dramatically effect the CJS, particularly pre-trial services agencies.

TASC can be, and often is, extremely valuable, well respected, and cost-effective. However, because it probably cannot expand to the point where its operations are essential, it will always find itself compelled to make a strong case for its continuation. This can be done as evidenced by the fact that 21 of 24 programs which completed discretionary funding have been institutionalized.

(4) Obstacles Within CJS Overcome by TASC. Finally, TASC programs are up against two obstacles. In almost every program visited, CJS personnel held Federal discretionary programs in low regard. They had seen a number of programs come into existence that promised a great deal, delivered very little, and eventually disappeared altogether. One measure of the high esteem in which TASC is held nationally is the fact that most CJS respondents take pains to distinguish TASC from other Federal discretionary programs. Time after time, we were told that TASC was initially viewed with suspicion and thought to be "more of the same," but later turned out to be something much better.

Secondly, many CJS personnel have become completely disillusioned with the concept of drug rehabilitation. Many claimed to have been "burnt" in the late sixties and early seventies by drug treatment programs that not only failed to make good on their promise of complete rehabilitation, but that also would not communicate with the court when clients "split." Again, many CJS respondents distinguish TASC from drug treatment programs. Initial suspicions that TASC was a drug treatment program and would promise too much without being accountable were allayed by TASC' unwillingness to say that every substance abuser could be helped, by their professional diagnoses, and especially by their monitoring and willingness to return treatment failures for CJS processing.

Indeed, TASC programs have been so successful in conveying a "no nonsense" image, that we repeatedly encountered persons with ultra-conservative reputations (especially judges and prosecutors) who had been converted from TASC opponents to steadfast TASC advocates. According to many defense attorneys, TASC programs may have become too successful in this regard. The System Sciences, Inc. team, while generally recommending a "hard and accountable" image, recommends that every TASC program closely monitor and critically evaluate both its rejection rate and its

unsuccessful termination rate. If either becomes too high, then the defense attorney objection to TASC (see below) may be warranted.

b. Interaction with CJS Elements. It was expected that TASC programs would have a difficult time achieving successful interactions with the Criminal Justice System. Overall, TASC has done an excellent job in this area. In the sections that follow, the specific strengths and weaknesses of TASC' interactions with 11 CJS agencies are discussed:

- o Police/Sheriffs
- o Prosecutors
- o Public Defenders/Defense Attorneys
- o Judiciary
- o Pre-trial Service Agencies
- o Pre-trial Detention Facilities
- o Probation
- o Prisons
- o Community-based Corrections
- o Parole
- o Juvenile Justice System

(1) Police/Sheriffs. TASC interactions with police/sheriff personnel usually occur during screening at the central lock-up, at the central detention center, or in the courtrooms and their adjoining corridors. The quality of these interactions has a significant impact upon the quality of screening.

Interactions with police/sheriff personnel run the gamut from hostile intolerance to genuine mutual support. One project has hired two sheriffs and enjoys the full support of the Sheriff's Office, with whom one of their units shares office space. Because sheriffs functions as the gatekeepers to the court system, securing their active cooperation is of considerable importance to TASC' operations. TASC projects typically are unable to see many individuals before preliminary arraignment or trial. Security issues may be raised by sheriffs in order to discourage or completely prevent screening in the vicinity of the courtroom. In one jurisdiction visited, sheriffs seemed at times to take a perverse pleasure in denying screening. In the first project noted above, sheriffs go out of their way to assist TASC in their efforts to screen individuals.

It is difficult to identify a specific strategy through which TASC can promote improved relations with police/sheriff personnel. The quality of these interactions may ultimately

be determined by attitudes "at the top." Professional, courteous behavior on the part of TASC personnel may be instrumental in obtaining the support of police/sheriff personnel as a matter of policy. However, TASC must also have answers for several issues that were raised again and again in interviews with police. These matters go to the heart of TASC operations.

Police resentment of TASC stems from their belief that TASC is only there to get people off. The police often invest a great deal of time in drug arrests. If TASC succeeds in saving these arrestees from jail or a stiff probation, the police may feel that the long hours that they spent in investigation and apprehension have been for naught. The police are also likely to resent TASC in cases where narcotics officers have made a possession bust on a known heavy trafficker because a sales bust was not possible. TASC efforts in such cases may be viewed by the police as defeating the purpose of their own work.

TASC is also accused by the police of being naive. The police feel that TASC is taken in by stories told by drug abusers solely for the purpose of avoiding potentially stiff sentences. And finally, police resentment may stem partially from confusion over the precise nature of TASC' operations. TASC deals mostly with the poly-drug user; they do not deal with all of the heavy drug addicts, because many of these addicts cannot meet TASC eligibility criteria. Unfortunately, the police are not aware of this.

There are no easy answers to solve what is essentially a communications gap between TASC and the police. There should be some information link with narcotics officers, if only through the prosecutor. For other police officers, training sessions, or promotional materials for the mini-training that typically precedes roll call, may help to clear up many of the misconceptions about TASC harbored by the police. The bottom line, however, is how well TASC personnel can get along with individual police officers with whom they interact. While serious efforts should be made, it should be noted that, overall, interactions at this level are rarely critical.

(2) Prosecutors. Within a particular CJS environment, it is typically the prosecutor who determines the extent to which diversions will be restricted. While the prosecutor may accept TASC sentence alternatives in plea negotiations where jail might have been likely prior to TASC, he may also try to tack TASC onto cases that probably would have gotten probation anyway. In fact, there appear to be more cases that reach TASC from below (i.e., as an alternative to probation) than from above (i.e., as an alternative to jail).

Some of the anticipated problems between TASC programs and prosecutors were found to be non-existent, primarily because TASC is viewed as a good prosecution disposition. Normally, a TASC disposition entails a guilty plea and intensive monitoring. This represents a significant departure from the pre-trial diversion format that most prosecutors may have originally expected and viewed with apprehension. Even some prosecutors who remain steadfastly opposed to TASC present no problems because they stay out of sentencing. In one city that was visited, one such prosecutor remarked that he prefers to stay out of sentencing and thereby put the judge and the PSI Unit on the line. If the defendant fails as a TASC client (is rearrested, leaves the jurisdiction, etc.), then it is the judge and the PSI Unit who are to blame. In other jurisdictions, where sentencing is based on the DA's recommendations, rather than upon the recommendations of PSI or the judge's own opinion, the prosecutor's attitude toward TASC becomes the key to TASC' success or failure.

If the prosecutor is responsible for holding up diversions in a given jurisdiction, TASC may need to devote an extended period of time (perhaps several years) to a "foot in the door" strategy. Efforts should be made to impress the prosecutor with TASC' work with sentence alternatives, probationers, etc. He should be given regular promotion literature, including success rates and even a few success stories. Finally, TASC should suggest a pilot diversion project of from 10 to 50 cases. If these cases are closely monitored, the groundwork may be laid for future prosecutorial cooperation on a much wider scale.

The ideal approach to prosecutor problems is that they be anticipated and worked out before the program is operational. During the planning stage, TASC should determine the DA's role in sentencing the plea negotiations, diversion and pre-trial release. Once the precise nature of any potential problem areas are identified, planning strategies can be more realistic in each CJS environment.

(3) Public Defenders/Defense Attorneys. We found public defenders to be the most accurate indicators of TASC' effectiveness. Although occasionally assuming a "social work" perspective, public defenders generally evaluate TASC in terms of whether or not it can reduce the severity of a defendant's disposition. This view turns out to be appropriate for purposes of evaluation, since it is essentially a cost-benefit model of TASC. For example, in one jurisdiction we encountered an excellent example of a good TASC/PD relationship that combined PD goals with TASC cost benefit. A Public Defender told us that, with TASC, she can get a nolo contendere with a heavy suspended sentence for a person who would have been sent to jail; a nolo/probation for what would have been a nolo/suspended; and a "passed for diversion" for a nolo/probation. She would be unable to get a person who was to go to jail "passed for diversion" -- TASC makes only a "one-step" difference. The

cost-beneficial aspects of TASC can be found in the first case, where jail expenses are eliminated, and in the third case, where diversion eliminates court expenses.

In another TASC city, where the program concentrates on those cases where TASC is a real alternative, the Public Defender liked TASC because it would "back off" in the face of prolonged delaying tactics. In another city where the PD was not overly fond of TASC, he nevertheless applauded TASC for its role in slowing up cases and, in effect, "gumming up the works." This kind of back-handed compliment, while serving to make TASC' presence less objectionable to certain CJS personnel, should not be taken as an indicator of TASC' true intent.

Many PD's find utilization of TASC too severely limited because of its eligibility criteria. This is particularly true in misdemeanor court, where TASC is generally a more severe stipulation than the worst possible sentence. In one jurisdiction, a likely sentence, in the absence of a TASC alternative, is 15 days in the county farm and a $500 fine. Now, although TASC makes it possible for an individual to get both his sentence and fine suspended, the judge will tend to raise the length of that suspended sentence to six months or a year. If the defendant fails as a TASC client, he will be sentenced to a year, rather than 15 days.

Summarized below are some of the objections to TASC advanced by PD's in several cities. It should be emphasized that these remarks represent an extreme, and that no single PD raised all of these issues:

- TASC often screens an individual before he has a chance to see a lawyer. They get the individual to admit that he is an addict, and sometimes promise him too much without properly advising him as to other options.

- TASC is overly concerned with its statistics, and will petition for conditional release in cases where TASC knows that the defendant stands little change of being rehabilitated. When an individual does fail as a TASC client, his attorney is no longer in a position to argue for probation with treatment.

- The PD has less bargaining power. Where he would have normally gotten probation for a drug addict in a plea bargain, he now finds prosecutors insisting on probation plus TASC. These losses are only rarely offset by cases where TASC probation represents a win for the defense.

- o TASC is a strict monitor, and even if a person does get placed in TASC, he stands a fairly good chance of being revoked. The Probation Department is much less likely to catch him in any violations and revoke him.

- o TASC takes a long time evaluating persons, only to reject a number of them. From the PD's point of view, it might be better just to get the case over with.

Careful consideration should be given to the kinds of PD objections to TASC that are summarized above. In particular, TASC and the PD should agree on whether TASC is to be a mechanism available for all eligible defendants, or basically just for those who would face a more severe disposition without TASC. TASC must decide whether it will "back off" in cases where the PD can do better on his own, and how best to work with the PD to ensure that it (TASC) is helping an individual's case.

(4) Judiciary. In many instances, judges appear to be "rubber stamps" when it comes to sentencing, and sometimes even admit it. Recommendations of the District Attorney and PSI are the major factors in reaching an appropriate disposition. Nevertheless, interactions between judges and TASC personnel, as well as judicial attitudes toward TASC in general, may have a significant impact on TASC' operations within each jurisdiction. Many of these are addressed in the preceding Section C.1. TASC' relationship with the judiciary observed at several projects are summarized as follows. It should be noted these observations were not made at any one site, but provide a flavor about the judiciary.

- o Judges often impose idiosyncratic additional stipulations. At least six judges that we interviewed were opposed to methadone and ruled it out as a sentencing treatment option. Some judges like inpatient treatment, especially therapeutic communities, while others have preferences for particular treatment programs. Very often, these preferences are incorporated in the sentence.

- o In many jurisdictions, there is at least one judge with whom TASC cannot work. However, this is not necessarily a hopeless state of affairs. In these situations, TASC must apply the techniques of "judge shopping" in order to get referrals.

- o What eventually converts even the most conservative judges is effective TASC monitoring. Initially, most judges view TASC as "treatment," and "treatment" alone has proved unsatisfactory because of a lack of accountability.

- Judges are concerned with appearances. One objection that most judges have to treatment programs is that treatment personnel appear undependable, dress sloppily, and act unprofessionally. When they compare TASC to this negative prototype, many judges state that TASC personnel are always with their clients, and dress and act appropriately in court.

- Judges seem to like ordering evaluations. If TASC is seen as the group to consult for drug evaluations, then it has won an ally in the court.

These observations should guide TASC personnel in their interactions with the judiciary.

(5) Pre-Trial Service Agencies. Pre-trial service agencies, like TASC, are relatively new features of the Criminal Justice System. Many cities that are experimenting with TASC are also experimenting with bail reform (OR, conditional release, etc.). As both agencies are attempting to institutionalize, conflicts over potential clients can occur. Because the existence of both TASC and a pre-trial service agency presents a real possibility of shared screening, it is important that such conflicts not interfere with a potentially beneficial arrangement for both parties. Where there is no pre-trial service agency, TASC may well be the vehicle for bail evaluations and conditional release mechanisms. A summary follows our observations regarding TASC' relationship with pre-trial service agencies and TASC performance where there is no pre-trial service agency.

- In two cities, TASC is part of a pre-trial service agency, handling drug conditional releases. The pre-trial service agencies are also relatively new, but both have real acceptance in their jurisdictions.

- Two TASC programs work with existing pre-trial service agencies, again to obtain conditional releases.

- In two cities, TASC appeals directly to judges in order to effect conditional releases. In one of these, TASC serves as the bail agency for drug-involved offenders.

- One program makes use of a fascinating innovation. By meeting all pertinent criteria, it was able to have a therapeutic community certified as a minimum security prison. If a person is ineligible for OR or Conditional Release/TASC, he may nevertheless be eligible for a "change of service." The program is not securing his release, but rather a transfer to its "jail."

We recommend that TASC planners be thoroughly conversant with bail reform and aware of any pre-trial services agency in their cities. Satisfactory relationships with these agencies offer the possibility of shared screening, as well as joint appeals for TASC conditional releases. Where no agency exists, TASC should consider setting up a petitioning mechanism for conditional releases. In addition to getting people out of jail and into treatment, TASC would have no trouble in demonstrating a reduction in costs. Moreover, success in treatment would be likely to increase the probability of a probation disposition.

There are, however, obstacles to overcome in this area. In one city, judges simply did not want defendants in treatment prior to sentencing. They felt preempted, claiming that it puts pressure on them when forced to pull people out of treatment if incarceration is called for. In addition, in big cities without pre-trial service agencies, it is difficult for TASC to initiate conditional release mechanisms on its own. In one such city, there is no one available to work with the defendant on a continuing basis. If he doesn't make bail, he is sent to a detention facility. His "lawyer" only serves him at that hearing. He will not see another lawyer until the next hearing.

(6) Pre-Trial Detention Facilities. Most TASC projects limit their work in detention facilities to the screening of prospective clients. As pointed out in the section on TASC' interactions with Police/Sheriffs, even this single activity is not always easily carried out. However, two projects in our sample work extensively in pre-trial detention facilities.

One of these provides an example of how TASC can make strong inroads in its CJS environment by going beyond its usual role. When a job freeze created a shortage of counselors in a facility housing both pre-trial arrestees and post-conviction misdemeanants, TASC volunteered to do social work interviews. Once inside the facility, TASC personnel began to serve as drug counselors. TASC was able to increase its screening, negotiate conditional releases for some pre-trial defendants, effect mitigations for some post-trial individuals, and work with work-release and education-release.

The other program is the only TASC program that operates a complete treatment program within pre-trial detention facilities. This program operates as a drug-free therapeutic community. The defendant stands to benefit from this arrangement: a favorable performance report may help him during sentencing, and his conditions in jail are generally better than normal. TASC also acts as the bail agent for drug abusers and recommends acceptable persons for conditional release. Individuals who are not eligible for conditional release can still take part in the TASC program in jail.

(7) Probation. All of the TASC projects visited work with probation, and, on occasion, TASC is part of the probation department. TASC' work with PSI units or probation officers generally falls within one or more of the following descriptive categories:

- a neutral diagnosis and referral agency for substance abusers
- a monitor for probationed substance abusers in community treatment programs, in order that probation officers can focus their efforts on those individuals who are treatment failures
- a single link for probation with community treatment - probation officers need not deal with a number of treatment programs, only with TASC
- a single link for community treatment with probation -- community treatment personnel need not deal with a number of probation officers, only with TASC
- a source of information and training expertise in drug and alcohol abuse and treatment
- a laboratory service performing urine monitoring on selected probationers
- a single agent able to provide testimony on all revocations involving substance abusers.

The primary reason behind TASC' close working relationship with probation departments is that probation officers generally carry large caseloads, with no extensive specialization as to the types of cases handled by each. It follows that if TASC acts as a service extender for probation, then TASC is doing something that probation lacks the money or other resources to do itself. Therefore, as a practical matter, TASC is likely to be around even when federal money no longer is.

There are, however, several problems associated with TASC' relationship with probation. Many probation officers resent the implication that they are unable to handle a sufficient amount of monitoring themselves. In one city, probation officers are directed to refer all drug abusers to TASC. They, in fact, do not do this because they feel that TASC monitoring will merely duplicate their own. Although some probation officers use TASC as a central medical intake for diagnosis and referral, they reserve monitoring for themselves.

Other, related problems present themselves:

- o cases where TASC wants to make one recommendation, and the PSI worker wants to make another
- o with regard to revocation, TASC and the probation officer may be at odds over a desired outcome
- o when a client is in trouble, the problem may be handled by the TASC worker, the probation officer, or both
- o when a client attempts to play off his probation officer against his TASC worker.

Our recommendations for resolving probation-related problems are based on strategies that have already been employed by some TASC programs. Most important is a detailed planning stage prior to the first referral, in which careful consideration is given to potential problems. This should include the drawing up of procedural agreements. Where possible, TASC should seek to eliminate the potential for conflict with the probation department by avoiding an overlap in services. In one program, TASC trackers are given full probation officer status, with TASC acting as a "branch office" of probation. No other probation officer is assigned. In another city, a "suspended sentence conditional upon TASC participation" is used in place of probation. There is no probation officer involved here.

Finally, all differences should be dealt with prior to sentencing or revocation hearings. TASC must avoid any mechanism that pits it against probation in court.

(8) Prisons. At three of the sites visited, TASC' operations extend into "felony" prisons. In two of these projects, TASC workers are in the prison about once every month in order to screen for potential parole recommendations. These recommendations are subsequently presented by TASC to the parole board, with TASC stipulations. In each instance, TASC' goal is to get clients out of jail to act as drug counselor prior to recommending a TASC/accelerated parole. One of the first two projects mentioned above is moving in this direction. It has proposed to maintain a continuous TASC presence in prison, locate drug addicts, and segregate them for in-prison treatment. When an addict begins to respond favorably to treatment, TASC would recommend parole with a TASC stipulation. In a real sense, these latter two programs are pre-testing a version of a new LEAA demonstration program, (i.e., segregated in-prison treatment, petitioning for accelerated parole, and referral to continuing community treatment -- all monitored by the same agency).

In two other projects, TASC provides drug counselors in misdemeanant prison. In one of these cities, a special TASC treatment unit is maintained in prison. The maximum sentence for this facility is usually one year, and individuals who might otherwise be sentenced to longer terms are able to have their sentences reduced with stipulated TASC treatment in jail. In the other city, TASC helps to get offenders out, rather than in. After working with an offender for a short while, TASC has a defense attorney petition the judge for "mitigation" with a TASC stipulation. Typically, this will provide for the remainder of the sentence to be served in a community-based treatment facility under TASC supervision.

We believe that all of the above mechanisms have merit. We suggest that TASC projects that do not use these mechanisms, carefully consider their possible applicability in their own CJS environments.

(9) Community-Based Corrections. Under this heading, we consider TASC' relationship with programs that serve as half-way houses in reintegrating offenders into society. We found only two TASC projects that are actively involved in these services.

In one project, work with community-based corrections is substantial. TASC is able to place individuals in a parole transitional residence, coupled with a TASC mandate. This TASC program also gets addicts into a Volunteers of America work furlough program, which supplies tracking for all drug releases. Finally, through its extensive work in a misdemeanant detention facility, TASC has been able to assist individuals in being accepted for work-release and education-release.

In the only other program to actively work with community-based corrections, TASC does counseling in pre-probation residential correctional facilities.

(10) Parole. Five of the projects visited act for parole in a manner analogous to that described for probation, above. With parole, however, there is one additional problem that serves to restrict volume: geographic dispersion of parolees and remoteness of prisons.

As mentioned in the section on prisons, three projects work extensively with parolees, starting from prison and taking them through the parole decision to monitoring. Here, TASC is not merely a service extender, but plays an important role in having paroles increased or accelerated. TASC is seen by the parole board as an integral part of the parole process, and a TASC recommendation carries considerable weight in the decision to grant parole.

(11) Juvenile Justice System. Three programs have over 10 percent of their activity in the Juvenile Justice System. Other programs accept very few or no juveniles. When juveniles are accepted, it may be via one of several possible pathways -- direct referrals, probation officers, juvenile institutions, counselors, and youth service workers.

TASC faces several problems when it accepts juveniles for treatment. These include:

- o There are generally very few treatment resources available.
- o There are very limited sanctions available in cases of non-compliance.
- o One finds fewer hard-core users among juveniles. Most are poly-drug abusers and "bad kids" who are very difficult to deal with.
- o TASC can easily become a dumping ground for young marijuana users.

We found that most programs that do work with juveniles get mostly White, non-opiate users who do not have serious criminal records.

In sum, TASC operations are extremely dependent upon the several elements of the CJS discussed above. The better the rapport and mutual support, the better is the TASC contribution to easing CJS problems and workload, and the more cost-effective the TASC effort.

2. TASC' Relationship with Treatment Agencies. The relationship between TASC projects and the community treatment structures is relatively good. It is based on the sound premise that a good working relationship must exist if both are to survive. Clearly, TASC needs the service of the community treatment structure. Were TASC to assume a primary treatment function, their credibility with the CJS would be lost for the reasons expressed above. TASC must maintain its role as the impartial intermediary and, therefore, it must rely on the primary treatment structure.

Conversely, continued TASC referrals to the community treatment programs are also extremely important to the survival of these programs. With the exception of only one city visited, the community treatment programs were operating under capacity. In order to continue receiving grant and contribution funds, the treatment structure must maintain a client census near their current capacity. In the cases of the therapeutic communities, we often found that TASC referrals accounted for the majority of a

treatment program's clients and in a few cases accounted for over 80 percent.

The constant need for treatment programs to obtain more clients can, and often does, create friction between the treatment programs and TASC. These problems generally result from the treatment program's perception that TASC is not referring a fair share of clients to their program. This places TASC in a powerful position. In two cases, TASC was primarily responsible for either the closing or reorganization of certain treatment programs. TASC diagnosis and referral personnel must refer their clients to the best treatment programs available in order to meet their responsibility to the CJS. Because TASC maintains a great deal of day to day contact with the treatment programs, both through diagnosis and referral and monitoring, TASC is in a good position to monitor treatment quality. There is variability in the extent to which TASC projects monitor and uniformally evaluate the treatment programs serving TASC clients. The quality of the referral decisions can, of course, be affected by actions taken in this area.

In the cases where TASC is closely associated with the Single State Agency responsible for the allocation of federal treatment resources, TASC' position as day-to-day evaluator of treatment programs is particularly important. This, as well as the normal referral situation, can increase the friction between TASC and the treatment structure. However, in those cases observed, we concluded that TASC had served this function but also maintained a strong and trusted relationship with treatment programs.

The extent to which TASC becomes involved in the treatment process also varies significantly by project. Rarely did we find that TASC becomes involved in designing or having input into the client's treatment plan. Newer projects often attempted to do so, but quickly gave way to the treatment program counselors and left this responsibility to the treatment structure. The variation in TASC' involvement with the treatment of clients stems from the roles assumed by TASC monitors. The following examples illustrate this point:

- The monitors of one project visited were termed "counselors" rather than monitors, maintained office space at their treatment programs and were fully integrated into the treatment program staff.

- In a few cases, the TASC monitors compensated for the lack of available treatment slots by conducting weekly sessions with their clients. The extent to which these sessions were considered to be treatment sessions varied by TASC project.

- In cases where TASC case loads were very high, the TASC monitors did not have frequent personel contact with clients, thus were removed from the treatment process.

Generally, however, the responsibility for client treatment is that of the community treatment structure, and not TASC. In nearly every case, however, the TASC monitors were used by the treatment programs to reinforce the alternatives facing the client. This was consistently viewed as a positive influence on the client's progress in treatment by the treatment programs visited. They generally reported better results and longer retention rates for TASC clients than for their non-TASC clients. In this sense, all TASC projects impact positively on their client's progress in treatment. Based on the interviews conducted, we conclude that the CJS pressure exerted by TASC does increase the likelihood of a successful discharge from treatment.

In summary, TASC and the community treatment structures have established a good working relationship. It is a relationship based on the realization that both TASC and the treatment programs benefit from insuring that a good relationship is maintained.

C. Institutionalization -- Common Factors

Institutionalization occurs when TASC projects operate independently without the support of federal discretionary grant funds. It is an on-going process which usually begins during the second funding year. Beyond this strictly financial definition, TASC becomes institutionalized when it is established as an integral part of the local criminal justice -- community rehabilitation system.

It is the evaluator's conclusion that the single largest constraint to successful integration or institutionization is the financial constraint of converting from direct federal funds to state and/or local funds. Several factors must be recognized:

- Local and/or state funds available from any one source are usually not sufficient to replace federal grant funds. TASC must identify and secure funding from a variety of sources to maintain operations at the current level; or it must scale down to the funds available.

- There is a great deal of competition at the state and local level for available money. Generally, the money available for "new" projects is scarce and even established agencies must struggle to secure funding at their present level of operation.

- Some of the agencies with which TASC will compete for funds are those for which they provide a support service (e.g., probation, bail agencies, etc.). Although

TASC should be able to depend heavily on these agencies for support in the funding process, the competition frequently needs an "every man for himself" atmosphere.

TASC has minimized these constraints significantly in many of the cities which we visited. From what we learned while onsite with TASC projects the following strategies have been employed successfully to assure institutionalization.

1. TASC should begin working no later than the beginning of the second grant year to identify and understand potential funding sources. In some areas, multi-year planning occurs within funding agencies and anyone requesting funds must become part of the planning process substantially before funds are actually needed. TASC must understand the application process and the accompanying political processes. TASC should familiarize the grant reviewers and decision makers with the project as early as possible. TASC administrators must begin early and become students of the funding process.

2. When TASC identifies potential sources of funding, some serious decisions must be made. If in fact, the only funds available will not be sufficient to maintain the existing operation, TASC should self-evaluate to determine what the essential elements of the project are and begin to take steps to streamline the program. For example, TASC can develop operational agreements with other agencies to share services, such as interviewing and screening or referral. The project must be realistic about its future and realize that by adopting an all or nothing attitude all the work of the initial two years might be lost. It is more important to salvage the essential services than to let the whole project dissolve.

If, on the other hand, TASC can secure additional funding from a variety of sources through diversification TASC should move to diversify. For example, in the city, TASC operated both an alcohol and drug component, had some peripheral involvement with an employment program and played an essential role in bond evaluations. When considering institutionalization, the TASC project had the potential for multi-funding from a variety of services -- drug and alcohol agencies, labor departments, court administration, etc.

Of necessity, TASC must remain flexible and imaginative. Decisions on future courses of action should be made as soon as possible and be based on reality.

3. TASC must have established itself as an essential element of the CJS by the second year of operation. If TASC ceases to operate, it must make a difference to or create a burden for the CJS. In preceding discussions of relationships with the CJS and the establishment of referral pathway we pointed out TASC' need to

establish a high profile and stand-alone roles within the system. It is within this context of institutionalization that this is essential. For example, in one TASC city, literally all of TASC' activity was third party. Individuals were released to a bail agency and then referred to TASC, individuals were released to the probation department who in turn referred to TASC for services. TASC was, in effect, hidden behind other CJS support agencies. Without a profile of their own, TASC' chance for securing funds in a competitive arena would appear to be quite slim.

By contract, in other cities, TASC had become an evaluation agency for the courts or an integral part of the bail process. Without TASC, the system would have to arrange for alternate services or in fact, create an agency to replace TASC. In these jurisdictions, TASC' performance of essential roles almost assured its continuation. In some cities TASC is actually a division of the probation department. By being part of the traditional CJS, TASC' future was guaranteed.

In essence, TASC' ability to make a difference in criminal justice processing is almost essential to its survival.

VI. COST ANALYSIS

Our approach to cost analysis in this effort addresses two major areas: process costs and outcome benefits. The analysis of process costs is straightforward, defined by the functional analysis presented in Section IV. outcome benefits analysis, however, is limited in this study by the scope which excludes any long term outcome cost benefits analysis. Accordingly, the outcome benefits reviewed in this section are limited to outcomes of the TASC process alone, and do not extend to longer term outcomes, studied longitudinally in the TOPS* effort.

This section, therefore, presents funding source, budget and expenditure data; functional process costs; unit process costs; and a process outcome cost benefit comparison.

A. Funding Sources, Budgets vs. Expenditures

The average annual budgeted amounts for the sample projects was $277,500 for the study period. Of this, over 80 percent was in the form of LEAA direct grant or bloc grant funds. The average budget for institutionalized, or locally absorbed, TASC projects was $400,000 per year (based on only three institutionalized projects in the sample). This indicates, possibly, that the older projects were principally in larger urban areas, or that only those projects with adequate local funding support will survive. Two of these three institutionalized projects did draw 89-90 percent of their funding support from LEAA bloc grants.

On the average, annual expenditures amounted to $255,000, approximately 92 percent of average budget. In only one program did expenditures exceed budget; and in one other was all available budget actually expended.

The following table summarizes the budget sources and expenditure rates for the study sample.

The modal value of funding sources was the standard 90:10 ratio of LEAA:to local government matching funds. Other federal funding sources, when used in the TASC program, were usually from CETA for clerical personnel.

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* NIDA's Treatment Outcome Prospective Study (TOPS).

		Average	Median	Range
Total Budget	$(000)	277.5	273.5	199.7 - 443.0
Total Expenditure	$(000)	254.7	234.5	145.0 - 419.8
Percent Expended	%	91.8	88.4	72.6 - 107.0
Funding Source (percent of total budget)				
LEAA		80.8	88.1	55.8 - 90.0
Local Govt.		16.2	10.0	2.0 - 41.2
Other Federal		1.2	0.0	0.0 - 9.6
Other Local		1.8	0.0	0.0 - 12.0

TASC program expenditures, when reviewed by budgetary object class, were fairly standard among the sampled projects. Program data are presented in Figure VI-1. In all projects, personnel costs accounted for the the lion's share of expenditures, ranging from 61 percent to 89 percent of total with a median of 79 percent. This is further reinforced by the fact that significant proportions of contract services include personnel expenses. All other costs are relatively low, although several projects serving large geographic areas do have substantial local travel expenses. Several TASC projects are housed in local government buildings essentially rent-free. Only three of the 12 sample projects were required to pay a share of the sponsoring agencies' administrative costs, classed as "indirect" in Figure VI-1.

Only five of the 12 projects contracted for outside evaluations, at relatively low cost, ranging from 3 to 6 percent of total expenditures. Urinalysis expenses were incurred by 7 of the 12 projects. Dependent on the accounts classification used by the individual TASC project, urinalysis appeared as contract services, supplies or other direct costs. These costs ranged from less than 1 percent to almost 15 percent of total expenditures.

B. Functional Costs

Functional costs are cost allocations to the several TASC functions (of evaluation interest), akin to cost accounting techniques. The functions of interest are screening and identification, diagnosis and referral, monitoring and, of course, project administration. In two TASC projects, treatment was provided by the project, i.e., treatment while incarcerated. In addition, almost all projects maintained a court liaison unit which functioned both in identifying and monitoring clients. These court liaison costs were allocated to identification and monitoring in accordance with the evaluation team's observation of the relative effort applied.

TOTAL ANNUAL EXPENDITURES DISTRIBUTED BY OBJECT CLASS

(percent of total expenditures)

Object Class	TASC Project A	B	C	D	E	F	G	H	I	J	K	L
Personnel Compensation, includes fringe benefits	68.0	75.9	87.6	80.8	87.0	78.1	79.8	65.7	72.3	88.5	83.4	61.2
Contract Services	15.2	2.9	5.6	5.9	0.0	6.3	2.8	21.0**	4.2	1.3	0.2	9.1
(Evaluation)	(5.9)	(2.9)		(5.9)		(6.3)			(2.8)			
(Urinalysis)	(4.4)											
(Data Processing)										(1.3)		
Equipment, Supplies, Travel	5.3	10.8	4.4	6.9	3.8	2.2	1.6	3.0	15.6	3.2	4.8	7.2
(Urinalysis)		(5.2)		(3.2)					(5.1)	(2.2)		
Other Direct,* includes rent and utilities	11.5	10.4	2.4	6.4	9.2*	9.1*	8.3*	1.9	7.9	7.0	11.6*	22.5*
(Urinalysis)							(0.7)					(14.9)
Indirect, includes local government agency administrative services	0.0	0.0	0.0	0.0	0.0	4.3	7.5	8.4	0.0	0.0	0.0	0.0

* In some instances, includes supplies, dependent on local accounting system

** Contract with local government agency, primarily for personnel

FIGURE VI-1

The allocation of functional costs, where personnel performed several functions, was based on estimates by the TASC project director or the operating personnel on time allotted to each function. Similarly, these costs not allocated to specific functions, e.g., rent and utilities, were distributed in proportion to personnel costs allocated to each function. Finally, administrative costs incurred by the project were distributed to operational functions in proportion to total direct costs allocated to those functions.

The resultant distributions by functional cost are presented in Figure VI-2. Clearly, there are great differences in project operating emphases and priorities as exhibited by their allocation of resources to the major TASC functions. Two of the projects (both associated with treatment-oriented agencies) provide treatment services for incarcerated clients. In the following table, the treatment operations have been excluded, so as to provide a better comparative base for the three TASC functions, universally performed. Averages are not shown, as they would be distorted by the larger projects.

Function	Median (percent)	Range (percent)
Screening and Identification	22.6	11.0 - 68.3
Diagnosis and Referral	23.4	5.3 - 36.6
Monitoring	51.1	31.8 - 79.0
(Administration)	(26.9)	(14.0 - 44.0)

At the median values, there is a balanced allocation of resources; however, only a very few projects are at, or close to, the median values in all three functional areas.

Additionally, there is wide variation in the administrative function's proportion of total resources expended. This is due in some degree to the amount of facilities and services support provided by the sponsoring agency, e.g., office space, indirect burden rates, as shown in Figure VI-1. However, the majority of all costs is for personnel, and in this regard all TASC projects are comparable. A range of administrative costs from 20 to 30 percent, dependent on project size, would appear reasonable. Higher rates are burdensome, and lower rates may reflect insufficient administrative and management support.

C. Acquisition vs. Retention

A somewhat different way to view functional costs is to compare the resources allocated for acquiring to those for retaining clients. These are the two major objectives of TASC projects, regardless of their orientation. eligibility criteria or range of points of access to the CJS. We obtain the following comparative data from Figure VI-2, adding Screening and Identification to

TOTAL ANNUAL EXPENDITURES DISTRIBUTED BY FUNCTION

(percent of total expenditures)

Functional Category	TASC Project A	B	C	D	E	F	G	H	I	J	K	L
Screening and Identification	13.0	21.9	68.3	18.3	23.4	45.0	43.8	4.2	12.4	24.5	43.8	15.7
Diagnosis and Referral	28.7	23.2	a	15.5	21.5	23.2	17.7	9.4[c]	36.6	24.3	23.5	5.3
Treatment[b]	--	--	--	--	24.0	--	--	61.8	--	--	--	--
Monitoring	58.3	54.9	31.7	66.2	31.1	31.8	38.5	24.6	51.0	51.2	32.7	79.0
(Administration)[d]	(21.3)	(30.1)	(14.0)	(36.6)	(22.9)	(44.0)	(28.4)	(25.4)	(36.8)	(22.6)	(22.3)	(17.8)

NOTE: Adjusted to exclude treatment

Screening and Identification	30.8	11.0
Diagnosis and Referral	28.2	24.6
Monitoring	40.9	64.4

[a] Not performed by TASC project

[b] Treatment in jail and prison provided by TASC project personnel

[c] Major diagnosis and referral functions performed outside TASC, by centralized treatment intake unit

[d] Distributed proportionately to the three major operational functions

FIGURE VI-2

Diagnosis and Referral. Again, the adjusted data excluding the treatment function are used. The following table summarizes these data.

		Median (percent)	Range (percent)
Total Sample (N = 12)	Acquisition	49.9	21.0 - 6.83
	Retention	51.1	31.7 - 79.0
CJS Oriented (N = 5)	Acquisition	45.1	21.0 - 68.2
	Retention	54.9	31.8 - 79.0
Treatment Oriented (N = 7)	Acquisition	49.0	35.6 - 68.3
	Retention	51.0	31.7 - 64.4

There are no apparent differences between CJS and treatment sponsored TASC projects in their emphasis on retention vs. acquisition. At the median, in both groups, almost equal priority is placed on both major program objectives. However, there are extreme variations in the total group when the first and fourth quartiles are compared: Three projects allocated/expended over two-thirds of their resources on client acquisition, and at the other extreme, three other projects allocated/expended over two-thirds of their resources on client retention. This variance results from the projects' operational environments and local institutional forces, discussed above in Chapters II and VI, respectively.

D. Unit Costs

The unit costs presented in Figure VI-3 are derived from the actual expenditures by function, discussed above, and the client throughput data developed in Section IV.A. These unit costs therefore are dependent on the TASC project's allocation of its resources and its functional workload. The unit costs for court liaison are not presented here, as these functions are not standard or equivalent for all projects and a comparable unit of measure is difficult to define. Further, court liaison costs are not distributed to identification and monitoring as they were for the data in Figure VI-2.

Two overall measures are provided -- cost per TASC client and per successful TASC client. The first is a true measure of total throughput, i.e., total active clients during the year. The second measures cost in terms of TASC outcome, i.e., the client completed or continues to meet TASC obligations. This measure of success is discussed in depth in Section IV.A.

Unit costs for the total TASC process and for its component functions exhibit the same wide variations as found in functional cost allocations, above. The following summarizes these variations.

PROCESS UNIT COSTS

(dollars)

Process Indicator	Unit of Measure	TASC Projects											
		A	B	C	D	E	F	G	H	I	J	K	L
Total cost per TASC client	Active clients at end of year plus clients discharged during year	580	1,159	965	491	638	637	473	240	455	258	985	752
Total cost per successful TASC client	Active clients at end of year plus successful completions during the year	1,608	1,451	1,128	947	828	818	715	330	1,863	609	1,786	828
Screening and identification costs per potential client interviewed	Potential clients interviewed	5	75	303[a]	14	NA	97	21	3	NA	9	99	10
Diagnosis and referral costs per client admitted	Clients admitted	217	305	332	100	149	329	113	29	204	88	274	80
Monitoring costs per TASC client	Active clients at end of year plus clients discharged during year	309	636	306	325	239	203	159	111	109	123	268	357
Treatment cost per incarcerated client in treatment (TASC incremental costs, only)	Active clients in treatment at end of year plus clients discharged from treatment during year	--	--	--	--	907	--	--	270	--	--	--	--

[a] Includes major effort on background investigations

FIGURE VI-3

Unit Cost Indicator	Median (dollars)	Range
Total cost per TASC client	537	240 - 1159
Total cost per successful TASC client	888	330 - 1863
Screening and identification	18	3 - 99*
Diagnosis and referral	183	29 - 332
Monitoring	254	111 - 636

* The high of $303 at Project C is not used here, as it is deemed not comparable to the standard, less intensive screening and identification process normally used.

It should be noted that the functional unit costs are not additive, as they have different units of measure (potential clients interviewed, clients admitted, active clients). A large proportion of the variation may be explained by differences in the individual TASC project's operations. For example, screening and identification done primarily by another agency, or diagnosis and referral done primarily by a central intake agency (non-TASC) results in lower TASC unit costs for these functions. However, for most of the sample, unit costs are a reflection of the intensity of resources applied to the function and the clients processed.

It should be noted, further, that the TASC process 'outcome' measure, cost per successful TASC client, is affected by the maturity of the project. The longer a project is in operation, the more likely the numbers of active clients and successful completions will increase. Other unit costs may be similarly affected, as the project matures, by cost containment, streamlining operations, improved administration.

These anticipated benefits of project maturity for increased effectiveness underlie the LEAA policy of providing start-up or seed money for TASC projects which on reaching maturity, are then to be supported by local government funds. Our analysis turned to a comparison of costs by project maturity to determine whether these benefits did, in fact, occur. Initial correlation analysis indicated a weak positive correlation (+.3) between project age and efficiency in terms of total unit cost. Further analysis by rank ordering and by grouping provide similar results, i.e., positive, but not statistically significant. However, all of the relationships are in the right direction, and given the caveats about the variations in environment and operational emphasis, support the LEAA initial investment. A summary comparing the six projects, most recently operational, to the six older projects of the 12 project sample, follows.

Unit Cost Indicator	Newer Projects (medians)	Older Projects (medians)
Months of Operation (at time of site visit)	18.5	36.0
Total cost per TASC client	$ 609*	$546*
Total cost per successful TASC client	1,199	823
Screening and identification	21	10
Diagnosis and referral	183	88
Monitoring	317	206

A further rank order analysis was done within the two groups, i.e., newer and older projects. As would be expected, with personnel costs accounting for the major proportion of TASC operating costs, there is good correlation between the number of clients per staff member and the cost per TASC client. The rank ordering of these two indicators was identical among the older projects, and was highly correlated among the newer projects. A primary management measure for cost control should be frequent review of the client to staff member ratio.

E. Cost Benefits

As indicated previously in this report, the evaluation is limited to process analysis, as longer term outcome analysis is addressed by another study.** Therefore cost benefits of the TASC program are presented here in terms of the TASC process vs. alternatives to TASC, i.e., CJS processing. Therefore, the cost benefit analysis addresses:

- o TASC costs vs. trial costs
- o TASC plus treatment costs vs. trial plus incarceration costs
- o Societal costs averted during the TASC process

1. TASC vs. Trial Costs. The median unit cost for processing a TASC client was $637 for the sample projects. The model TASC client probably plea bargains in order to avoid the trial/sentence outcome in the CJS process. The estimated CJS costs of a plea bargain is $140-$210. This raises the TASC option to an estimated

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* These medians are somewhat lower than the median for the total sample due to the intervals found between the 3rd and 4th values of each subset. For this analysis, the directional difference rather than the absolute amounts is of primary importance.

** NIDA, Treatment Outcome Prospective Study (TOPS).

cost approximating $812 ($637 + $175). The comparative costs* for a spectrum of different CJS routes are:

o District Courts -	Jury trial	$3,100 - $4,650
	Non-jury trial	1,150 - 1,775
o Local Courts -	Jury trial	760 - 1,140
	Non-jury trial	200 - 300

Clearly, in money terms alone, the TASC process provides a cost-benefit for the more serious offenders, tried in District Courts, whether or not a jury is involved. In local courts, for the less serious offenses, the TASC route provides a cost-benefit if a jury trial is selected. In addition, there are the added benefits of removing cases from the crowded court calendar.

2. TASC Plus Treatment vs. Trial Plus Incarceration Costs. The TASC client however does incur treatment costs during the TASC process. These are estimates at $1,850 per client year for outpatient drug-free treatment and $5,400 per client year for residential drug-free treatment.** These two treatment modalities are those most frequently used by the TASC projects sampled. Adding these costs to the TASC process costs results in a total cost per client, assuming a modal 12 month treatment/TASC comparison period, as follows:

- o Outpatient Drug Free - $812 + $1,850 = $2,662
- o Residential Drug Free - $812 + $5,400 = $6,212

To obtain comparative costs for CJS processing, costs of incarceration must be added. An argument can be made that some CJS processing will not result in time served. However, most TASC clients, if a sentence were not fairly certain, would not opt for the restrictive, constrained environment of TASC plus treatment. The costs of incarceration per inmate-year are estimated at an average of $7,041 for jails and $9,439 for prisons.# If we add to

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* Holohan, John F., A Benefit-Cost Analysis of Project Crossroads, National Committee on Children and Youth, 1970. The lower figures used were obtained from the reference. The higher figures reflect an added 50 percent to account for inflationary cost trends since 1970.

** Current NIDA cost per slot expenditures.

Singer, Neil M. and Wright, Virginia B. Cost Analysis of Correctional Standards, Correctional Institutions, American Bar Assn., 1976. A higher rate of $71.87 per day for NYC is arrived at by Coopers and Lybrand in a recent study for the National Council on Crime and Delinquency.

this the low and high limits of the cost range of possible court processes we will arrive at:

- Local court non-jury trial + incarceration = $ 7,241
- District court jury trial + incarceration = $14,089

Clearly, when the range of costs of the total process, TASC + treatment vs. CJS + incarceration, is considered, the TASC option is substantially cost-beneficial. Additionally, in non-monetary terms, the TASC route contributes toward reducing jail and prison crowding.

3. Societal Benefits. The major benefit to society, of course, is the goal of the combined TASC -- treatment approach to alter a drug offender's lifestyle, if realized. As indicated above, this is the subject of a longer term, longitudinal outcome study. However, there are some short term benefits to society during the period the client-offender is under TASC supervision.

The underlying assumption is that the TASC client is both drug-free and not engaged in criminal activity. If he/she were involved, more than occasionally, in either of these recidivist activities, the TASC process would terminate him/her and return the terminated client to the CJS. Splitees are similarly terminated for non-compliance with TASC obligations. Therefore, the societal benefits derived from TASC are dependent on the length of stay and degree of process success. In any event, even a short stay by a TASC client who is terminated unsuccessfully has some payoff for society.

The dollar estimates for quantifying these societal benefits are provided in a range of both time and drug costs.

- Average cost of a hard drug habit is estimated at $50/day. Assuming that many TASC clients are not daily, but are regular users, this may range as low as an average of $25/day; non-opiate users, possibly $10/day.
- Most of the acquisition of this drug support income is illegal activity, or the client would not have interfaced with the CJS. Using theft as a basis for estimating illegal income generation, with 20 percent stolen in cash and 80 percent in consumer goods (fenced at 30 percent of retail),* approximately $140 of thefts per day are required to support a $50/day drug habit; $70 per day for a $25/day habit; $28 per day for a $10/day habit.

* From Saul Sells, et al: TCU/IBR Drug Abuse Study, 1976.

- Based on the preceding estimates, the benefits to society in terms of prevented thefts, for a range of time in TASC follow. In addition, there are a host of unquantified benefits ranging from the reduction of violence associated with thefts or with illicit drug activity, and the reduction of victim trauma resulting from street thefts and home burglaries.

Estimated Dollar Benefits to Society

through Reduced Criminal Activity While under TASC Supervision

Average Cost of Drugs per Day	Length of Supervision		
	3 months	6 months	12 months
$50	12,700	25,500	51,000
$25	6,350	12,700	25,500
$10	2,550	5,100	10,200

Given the current trend found in many cities of reduced illicit drug activity, possibly there are few abusers in the $50/day category. However, sufficient arrests are made to accept a $25/day or $10/day assumption. These significant savings per client are additive to the cost savings in court and incarceration costs discussed above.

In all, assuming a TASC project client load equivalent to 100 client-years per year (e.g., 200 for an average of 6 months) the societal money benefit at the low estimate side could be $1,000,000 plus $450,000 savings* in court and incarceration costs versus TASC and treatment costs.

F. Summary

Individual TASC project expenditures are relatively small -- averaging $250,000 per year. Approximately 80 percent of the funds are provided by LEAA either through direct grant or bloc grant funding.

TASC expenditures are primarily for personnel. In general, TASC resources are allocated almost equally between client acquisition and client retention functions, although there is great variation among the TASC projects. Administrative functions account for approximately one-fourth of total TASC expenditures.

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* Again, estimated on the low side at $4,500 savings, equal to local court non-jury trial plus incarceration minus TASC plus outpatient drug free.

There is large variation in the unit cost of processing a TASC client. However, at the median, this cost is $637 per client. The total cost per client and the unit costs for the principal TASC functions are reduced as projects mature, i.e., gain experience over longer periods of operation.

The TASC option provides major cost benefits for the courts and prisons and for the societal structure. These dollar gains are in addition to reduced court calendars, reduced jail/prison crowding and reduced anti-social activity.

VII. FUNCTIONAL APPROACH TO TASC MODELS

It is clear from all of the analysis presented in the preceding sections of this report that there is no standard TASC model. The discussion which follows, outlines the benefits and disadvantages of the several referral pathways, original design and the factors which influence their use in the spectrum of current models; and an approach to modular construction of a TASC model.

A. Referral Pathways -- Summary of Advantages and Disadvantages

The following provides for each pathway, discussed in Section II.A., a summary of the benefits derived and the disadvantages incurred by their use in TASC. These referral pathways are the building blocks for any TASC model whether it be in the initial design and implementation stage or in an expansion mode.

1. Pre-trial Diversion. Our observations are that

   - o TASC diversion programs operate in half of the cities which we reviewed.
   - o Diversion is the primary and sole referral pathway in only one city.
   - o The small numbers of clients referred through the diversion mechanism are not, in themselves, sufficient to justify a TASC operation.
   - o The limitations of a TASC diversion system largely outweigh the benefits to the CJS to TASC and to the client.
   - o TASC is often more valued as an evaluation service to the CJS for potential diversions than a supervisory agent for diverted clients.

We do not suggest that TASC abandon this referral pathway. What we are recommending is that TASC continue to work to improve its relationship with and credibility within the CJS. Diversion then may become an option used more frequently by the system and the process of diversion may become more simplified. TASC may be able to suggest a pilot project where more serious offenders are directed once they have established credibility. We would also encourage TASC projects to continue to offer to the system its services as an evaluator for these decisions. This enhances TASC visibility and establishes TASC as an essential service to the CJS. Primarily, however, we recommend that TASC projects evaluate the effort spent in the diversion process as it

relates to client yield. The actual activity effort expended should be reasonable in its relationship to the ultimate client yield.

2. Pre-trial Release. In sum:

- o Pre-trial release programs are substantial elements of most TASC projects.
- o In those TASC cities which do not operate release components, the need for this service is great.
- o The benefits to TASC, the CJS and the defendant are real and realizable. They far outweigh the limitations.

As far as pre-trial release is concerned, we have three general recommendations:

- o First, that TASC increase the use of pre-trial release in projects which have credible, respected mechanisms in operation. Second, that TASC projects which do not operate pre-trial release programs, seriously pursue the possibility within the CJS. Third, that TASC develop good working relationships with bail agencies to avoid duplication and share services.

3. Pre-trial Detention. This pathway is very rarely available within the system. Our observations are that:

- o The jail environment and acceptance of structured jail treatment is all too rare to make this pathway a viable option in many places.
- o Where it is possible, it will reduce jail tensions very significantly.
- o It has one programmatic drawback -- and that is neither TASC funds nor NIDA funds include jail treatment activities. This then means that it must be supported by local government funds, for the most part.

Our conclusion is that this referral pathway provides great benefits to the CJS, particularly detention facilities, however it may be the most difficult to develop and maintain.

4. Sentence Alternative. In general, we concluded that the TASC sentence alternative program is the most important activity for most TASC projects. Significant numbers of clients enter TASC through this referral pathway. The problems we noted with the program are:

- o TASC may expend substantial time with clients pre-trial, many of whom will not receive sentence alternative

options to TASC. This activity is, in fact, never credited to TASC because its results are not a TASC client admission.

- o TASC probations often involve the dual supervision of TASC and the local probation agencies. Problems with dual supervision are outlined in the next section.

- o When working with Pre-sentence Investigation units, TASC activity can be lost within the PSI function.

- o There is always the potential for TASC becoming an add-on as opposed to an alternative. For example, individuals who may have received probation in any event would now receive probation with an added stipulation to TASC.

The advantages are very substantial:

- o The CJS understands, accepts and prefers the sentence alternative route.

- o The defendant is clearly a beneficiary, in a true sentence alternative situation, with no hard time, an opportunity for rehabilitation plus a requirement to conform to societal structures.

- o Prison crowding and prison tensions are relieved with reduced populations and fewer drug abusers.

- o High visibility for TASC through monitoring and reporting.

Certainly, each TASC project must incorporate the sentence alternative route in their structure.

5. Probation Service Expander. Our evaluation concluded that: in almost every city where TASC is implemented:

- o TASC services are used extensively as a supplement to probation.

- o The services provided by TASC in this regard are highly valued by probation departments and improve the quality of rehabilitation offered to probationers.

- o In spite of these facts, however, TASC' role is not indespensible, sometimes causes bureaucratic difficulty and can be cost additive rather than cost efficient.

6. Parole Service Expander. The benefits are the same as for the probation service, however the number of clients is relatively small and there are geographic problems, i.e., parolees returning from state prisons may not interface with a city or county based TASC project.

It would be difficult to enhance or expand TASC' role using this pathway.

7. Prison Treatment Plus Accelerated Parole. This pathway has all the advantages of the service extender route plus several other very important benefits:

- o It places TASC in the parole decision making process, with inputs to this CJS process,
- o It increases TASC visibility in the correctional institutional structure, and
- o Reduces prison tensions.

Whether formalized as the TRAP program or operated ad hoc, it is a useful post-incarceration role for TASC.

8. "Quasi-Parole" Services. While only two TASC projects visited were engaged in support services for half-way houses or work-release programs, it does appear to be a role that needs to be filled and has significant benefits for the client.

9. Juveniles. This is a group of drug offenders extremely difficult to deal with. Identification and intervention is sometimes inappropriate. Drug treatment shots for juveniles are scarce. The sanctions for non-compliance are often unenforceable.

We do not discourage TASC from developing juvenile referral pathways, however, these cannot provide the client flow required for a viable TASC project.

10. Client Evaluation. This process is not necessarily a fruitful pathway to obtain large numbers of TASC clients. It is however, a valued contribution to the CJS in providing professional, unbiased information on drug dependency, motivation and treatment indications. It is a need that should be filled and TASC is best suited to fill the role.

The preceding are the TASC project's modular building blocks. The following section addresses considerations for their use.

B. Modular Structure of TASC Models

The range of TASC models encountered in the site visit sample, the discussion of operational environments and the factors affecting change in TASC design make it obvious that TASC programs must be tailored to the local need. For future TASC projects, and for self evaluation of existing projects, we suggest a modular approach to structuring a TASC project. The modules suggested here are functional rather than organizational. The operating function modules suggested can be assembled into a range of different organizational structures depending on local preference. The functional modules listed below are the building blocks which provide a TASC project specifically designed to meet local needs.

1. Consideration of Functional Modules. Within each general functional area, we suggest there is a range of specific functions which can be considered for inclusion in a tailored TASC model. Illustrative considerations which would include or exclude a functional module from the TASC project follow.

a. Determination of Eligibility Criteria

- o Drugs of abuse to be included in TASC
  - hard drugs only, hard and soft drugs, drugs and alcohol
  - what is the major drug problem confronting the jurisdiction? the CJS?
  - Are these treatment facilities available?
  - What are trends of CJS intersection with drug abusing offenders?
- o Types of offenders to be included in TASC
  - Does the judicary have lenient attitudes about drug offenders? first-time offenders?
  - Are repeat offenders dealt with severely?
  - Is there a career criminal program in operation?
  - Will offenders charged with violent crimes be included in TASC?
- o The identity and role of "rule maker"
  - Will the judiciary define TASC boundaries by their decisions?
  - Will the prosecutor exclude certain offenders or offenses?
  - Will public defenders agree to use the TASC alternative?
  - Will the TASC project include all or exclude some, drugs of abuse?
  - Will the community accept risk of TASC failure?

b. Availability of Client Sources

- o Pre-trial sources
  - Are there other routes for pre-trial diversion? condition release? ROR?
  - Is there a philosophy within the CJS that allows for pre-trial diversion? or does the prevailing view require convictions?
  - Will pre-trial treatment success benefit the drug offender's trial outcome?
- o Post-trial sources
  - Will the judiciary consider TASC an alternative to incarceration?
  - Will the prosecutor and probation agency allow TASC to influence the pre-sentence investigation recommendations?
  - Will the probation agency support probation to TASC?
  - Will they support parole referrals to TASC?

c. Screening and Identification

- o Is there access to the jail? to the booking logs? to rap sheets?
- o Does the arrest volume allow interviewing of all arrestees? all potential clients? only drug-related offenders?
- o What screening methods are feasible and necessary -- urinalysis? drug history? in-depth interview?
- o What are the criteria for establishing drug dependence?
- o Does identification require in-depth interviewing? psychological screening?
- o Which screening/identification processes are needed to
  - meet eligibility rules?
  - maintain credibility in the CJS?
  - minimize risk of TASC failure?

d. Diagnosis and Referral

- o Are there other agencies available who already perform diagnosis and referral services, e.g., central intake unit?
- o Are there sufficient numbers and/or different modalities of drug abuse treatment units available to warrant lengthy diagnostic procedures?
- o Is in-depth psychological testing by TASC necessary for diagnosis? for maintaining credibility with the CJS? Are psychological/psychiatric services available elsewhere in the jurisdiction?
- o Will detailed TASC diagnosis help gain cooperation from treatment units?
- o What criteria will be used to establish a potential client's motivation? Will these include marginal cases and risk-taking?

e. Monitoring and Tracking

- o Does the judiciary require close frequent monitoring by TASC, or will treatment agency progress reports suffice?
- o Is there an overlap in monitoring activity with the probation agency?
- o What are the criteria for determining success or failure in TASC? in treatment?
- o Is it intended to have an alerting system for potential problem clients? Are there definite criteria to identify a problem client?
- o Does TASC desire to generate a retrieval system for dropouts? Will there be an attempt to reassign to an alternate treatment unit?
- o What TASC reporting is required by CJS? frequency, content?

f. Administration

- o What level of effort, in absolute or relative terms, is contemplated for TASC administration?
- o Which management indicators will be applied? expenditures vs. budgets? clients per staff member? resource allocation by functional category?

- Does TASC plan an on-going in-house evaluation effort on: client identification, acquisition and retention? client characteristics vs. success or failure? treatment agency performance?

2. Illustrative Application of the Module Approach. The process of assembling modules responsive to local needs and environment can be illustrated as follows:

a. Conservative Environmental Factors and Project Requirements. The planning agent has determined that the jurisdiction and the CJS desire a low-cost TASC project, extremely conservative in its views of drug offenders, with a requirement for convictions prior to TASC probation and close monitoring.

Using the functional module considerations outlined above, the following TASC model would evolve:

(1) Eligibility Criteria

- Illicit drug user, marijuana and alcohol excluded.
- Prior TASC failures excluded.
- Third conviction felons excluded.
- Violent crime offenders excluded.

(2) Client Source

- Pre-trial acquisition on a test basis, no diversion, but conditioned release to TASC.
- Post-trial acquisition, probation to TASC.
- Post-incarceration acquisition, parole w/TASC condition.

(3) Screening and Identification

- Use booking logs, rap sheets.
- Interview only likely clients
- Confirm self-admitted drug abusers, e.g., urinalysis.

(4) Diagnosis and Referral

- o Emphasize drug abuse and criminal history.
- o Establish stringent criteria to assess motivation.
- o Referral emphasis on structured treatment, residential facilities.

(5) Monitoring and Tracking

- o Close supervision of clients.
- o Very frequent checks on clients and treatment facilities.
- o Tight criteria for alerting system to identify potential problem clients.
- o Immediate retrieval of splitees.
- o Low tolerance for reassignment of repeater splitees.
- o Frequent reporting of CJS, especially of client failures for return to CJS.

(6) Administration

- o Small staff.
- o Greater resource allocation to retention, rather than acquistion, of clients.
- o Periodic outside evaluation, criminal in-house evaluation.
- o Tight management controls on expenditure rates, staff client loads, reporting to CJS.

b. Liberal Project Requirements. The planning agent has determined that the jurisdiction and the CJS favor a broad ranging intervention program, have a tolerant attitude toward drug abusers, and are open-minded as to use of treatment alternatives for diversion or incarceration. Initial financing appears available for a reasonable start-up and test phase.

Again, applying the functional considerations listed above, a quite different TASC model would result, responsive to different set of local circumstances. For example:

(1) Eligibility Criteria

- o The full range of drug abusers are included, from heroin to alcohol
- o Prior TASC failures can be included
- o Offender with multiple prior convictions can be included
- o Violent crime offenders at the lower end of the scale (e.g., assault) can be included

(2) Client Source

- o Pre-trial diversion to be used for first offenders, lesser crimes, softer drugs
- o Pre-trial conditioned release to TASC for most others
- o Post-trial acquisition for offenders with multiple convictions and serious crimes, probation to TASC
- o Post-incarceration acquisition, parole with TASC condition

(3) Screening and Identification

- o Screen all arrestees at central lock-up, possibly sharing interviews with pre-trial service agency
- o Interview potential clients
- o Accept self-admission of drug involvement, confirming with urinalyses on the doubtful, marginal cases

(4) Diagnosis and Referral

- o In-depth interviewing reviewing family structure, community ties, education and vocational levels, as well as drug use and criminal history
- o Accept clients with initially ambivalent motivation (i.e., accept risk)
- o Referrals to full range of treatment facilities (day-care to residential) to provide greatest chance for client to find place in the community

(5) Monitoring and Tracking

- o Participation in treatment reviews
- o Close monitoring of clients, with advocacy rather than probation officer tone
- o Reasonable criteria for alerting system, with immediate TASC intervention to reduce splitee rate
- o Retrieval of splitees, with reassignment to alternate treatment mode
- o Frequent status reports to CJS; return to CJS of only multiple splitees

(6) Administration

- o Adequate staffing, with resource personnel available, e.g., psychologists, physicians, employment counselors
- o Somewhat greater resource allocation to client acquisition than to retention
- o In-house evaluation unit
- o Normal management controls on expenditures, staffing levels, progress reporting to CJS plus evaluation of performance, e.g., missed clients, treatment agency outcomes (split rates, recidivist rates), success rates for TASC diagnosis and referral staff, monitoring and tracking staff

3. Summary. The preceding illustrates the possible spectrum of functions structured to meet local environments, attitudes and needs. The apparent structure of TASC, the organization chart, job titles, staffing may be the same for both models. Possibly the only difference would be the sponsoring agency. It is the internal functional modules, however, which define TASC' scope and direction. These are ultimate determinants of TASC' service to the CJS and to the community and its acceptance and survivability.

VIII. CONCLUSIONS

Specific conclusions arrived at by the evaluation team are reported throughout the text of this report. It is our objective here to present only those study conclusions that are pertinent to national TASC Program policy.

A. The Scope of the National TASC Program

In the most general senses, TASC has become a service project to the whole of the CJS. Starting from a position where TASC was designed primarily as a pre-trial diversion oriented program, the scope has been extended to include TASC intersection with all major decision points in the CJS process. In general, the current climate within most local jurisdictions is not favorably inclined toward diversion, particularly toward the diversion of drug abusers charged with a felony. Consequently, most TASC projects have identified alternative points in the CJS where the TASC treatment intervention is a more realistic and acceptable option. The result of this process has been that TASC has become a diversified program offering services to offenders and the CJS that were not contemplated in the original design. In other words, the TASC "design" has adapted to what is possible to accomplish within local criminal justice systems. Currently, approximately half of the clients entering TASC are acquired in a pre-trial status, but only 8.6 percent enter through pre-trial diversion. This change in scope has had a positive impact on the CJS and has enabled TASC to survive and expand within the current CJS climate.

B. Referral Pathways

The evaluation team identified the following ten unique referral pathways used by the 12 study TASC projects:

- Pre-Trial Diversion
- Pre-Trial Release
- Pre-Trial Detention
- Sentence Alternative
- Probation Service
- Parole Service
- Jail or Prison Treatment plus Accelerated Parole
- "Quasi Parole" Service
- Juveniles
- Evaluations

Nine of the 12 TASC projects visited operate extensive pre-trial pathways. Ten of the 12 projects visited offer one or more post-trial referral pathways. The Sentence Alternative pathway, which offers the sentencing judge an alternative to incarceration, is the most frequent post-trial referral pathway, followed closely by the Probation Service Extender pathway. It is TASC' ability to effectively monitor clients and intercede with the community treatment structure that enables TASC to obtain clients through these mechanisms.

The two most important factors that influence TASC' ability to obtain clients and maintain an increasing client flow are:

- o The stage of criminal processing at which the CJS is willing to accept a TASC option;
- o The potential real benefits to offenders derived from participation in TASC, i.e., diversion, conditional pre-trial release, sentence alternative, etc.

As noted above, very few CJS's are willing to divert serious drug users or felons. However, there are many that are willing to accept forms of conditional pre-trial release. In other cases, TASC is restricted to influencing only post-trial decisions, regardless of what stage of CJS processing the client is in when he/she enters TASC.

TASC must also be in the position to offer offenders real alternatives to the anticipated normal CJS processing. The ability of TASC projects to offer real alternatives for their successful TASC participation varies significantly. The earlier TASC intervenes in the CJS processing and the greater the number and variety of real alternatives offered to offenders, the better are TASC' chances of maintaining and increasing client flow.

C. TASC Client Characteristics

Most TASC projects admit serious, but non-violent offenders involved with heroin or other hard drug use. Only one project visited had a client population that consisted primarily of alcohol abusers. Even in that case, TASC clients were charged with fairly serious offenses. Only one project visited is still experiencing an increasing number of potential clients involved with heroin. If the TASC client population is to continue to grow, or at least remain stable, TASC must expand its coverage to include alcohol involved offenders. Alcohol involved offenders represent a greater problem to most CJS's than do heroin involved offenders in terms of numbers. Although extension of TASC into the area of alcohol offenders will require establishing new treatment program contacts and responsibilities for TASC, it should be done. Otherwise, TASC will decline as the heroin problem declines.

The large majority of clients admitted are male; the median for these projects was 80 percent male with a range of 76 to 88 percent male. The racial breakdown primarily reflects project location and the distribution of Whites and non-Whites in the local population. We consistently found a higher acceptance rate existed for Whites than for non-Whites. This generally reflected longer arrest records for non-Whites for comparable age and current charge, thus excluding a higher percentage of non-Whites due to eligibility criteria and CJS acceptance. With the exception of one project where all clients were classified as non-White, the percentage of non-Whites (which includes Hispanics) admitted to TASC ranged from 12 to 68 percent. TASC admits a racially balanced population, primarily determined by the racial mix within the jurisdiction served by the TASC project.

D. Effectiveness of TASC Screening

Generally, we found that TASC screening of the arrested population has been accomplished effectively. As in the case of all TASC functions, TASC screening activities have adapted to local situations. The most significant local factors influencing TASC screening procedures are:

- o the size and diversity of the CJS served by TASC,
- o the ability to have access to the jail or holding location,
- o other pre-trial services available to offenders, and
- o the type of pre-trial alternatives offered by TASC.

Regardless of the approach used in screening, the evaluation team concludes that TASC screeners are generally able to identify most potential clients among arrestees interviewed.

The identification process was effective in terms of identifying potential clients, i.e., drug abusers. There is no system pattern in terms of how screening is performed, in fact, the screening model is bi-modal -- they either screen all arrestees, or only those that may be potential clients. Finally, there is no relationship between the level of effort expended on identification (as a percent of total TASC resources) and the percent of screened offenders admitted.

E. Effectiveness of Diagnosis and Referral

The amount of effort expended in the diagnosis and referral process by the study TASC projects varies significantly. Most of the variation in effort stems from how each project views this function. Other reasons include:

- o the variability in the need for extensive work-ups in order to justify recommendations for the CJS, and

- o assistance received in this process from central intake/referral units.

In general, we found that the TASC diagnosis and referral process was effectively accomplished by TASC projects. Both the CJS and the treatment programs consistently complimented TASC expertise in this area. In many cities, TASC diagnosis has filled a void in the CJS and this is generally recognized by the judiciary. Similarly, probation and parole departments in some cities have come to rely on TASC for this service. It is important to recognize, however, that the diagnosis and referral decision need not be complicated. Projects devoting relatively less resources to this function are maintaining an equally high level of quality as those devoting relatively more resources to this function.

F. Effectiveness of TASC Client Monitoring

The primary objective of TASC monitoring activities is client accountability. TASC must be in the position to accurately report client progress to the CJS or to intercede in the treatment process when clients are not meeting their TASC/treatment responsibilities. The second function of an effective monitoring system is project evaluation. The information collected and used for client monitoring should also be structured for use in monitoring TASC program effectiveness. Most TASC projects very effectively meet the first objective, while very few attempt at all to meet the second objective.

The development of TASC credibility within the CJS is more often a function of the recognition of the effectiveness of TASC monitoring and client progress reporting than any other TASC service. TASC monitoring provides the court with a real alternative to pre-trial detention and post-trial incarceration. TASC, through its monitoring and reporting offers the close supervision that cannot generally be offered by Probation Departments. In a few cases, TASC was seen as too much of a client advocate by the judiciary, but still received clients from the judiciary as an alternative to post trial incarceration. With very few minor exceptions, we conclude that TASC monitoring has demonstrated its fairness to the courts. Although the intensity of TASC monitoring varies among projects, we did not find a single case where we concluded that TASC monitoring was not sufficiently thorough to enable TASC to meet its responsibility to the court.

G. Estimates of TASC Process Outcome

Although TASC is not responsible for providing client treatment, TASC does have a significant positive effect on the treatment process. Treatment programs visited consistently reported that higher retention rates and greater progress was achieved for TASC clients than for non-TASC clients. This is reported to result from the court pressure applied by TASC resulting in a clear ultimatum to the client.

It was not our objective in this evaluation to determine client outcome success rates. However, we were able to establish process success rates for seven of the 12 study projects. From our perspective, process success was defined as retaining the client in treatment and/or reaching the point where the client is successfully discharged. Over 64 percent of the clients ever admitted to these seven projects were either successfully or neutrally discharged, or were still in treatment at the end of the study year. Three projects achieved success of approximately 80 percent. It is also noteworthy that these three projects deal with many serious felons and one deals with hardcore alcoholics. Given the types of drug users TASC is serving, we believe that these process success rates are extremely good.

H. Cost Effectiveness

The median total annual cost per TASC client for the 12 study projects was $637. The range of total cost per TASC client was from $240 to $1,159. This extremely large range indicates that there is significant variation in TASC functional emphasis among study projects. Similar findings were identified for other unit cost indicators. The median annual total cost per successful TASC client was $888, with a range from $330 to $1,803. The median costs per client and the range for the three major TASC functional categories were as follows:

Function	Median	Range
Screening and Identification	$ 18	$ 3 - $ 99
Diagnosis and Referral	183	29 - 332
Monitoring	254	111 - 636

Two factors account for the variations in these costs -- (1) project organization and orientation and (2) project maturity. Different project organization and orientation results in different allocations of resources to these functions, and, therefore, large ranges develop when projects are compared. Secondly, as projects mature, all unit costs tend to decrease. This generally occurs for two reasons. First, as time from project initiation

increases, a larger client load is acquired, offsetting fixed project costs. Secondly, as projects move toward institutionalization, they often faced reduced funding which resulted in:

- o reduced staffing, resulting in fewer fringe activities and more efficient operations,
- o more routine relationships with both CJS and treatment components,
- o clear role definition plus support in acquiring clients, all resulting in lower operating costs, and
- o increased client throughput per TASC staff member.

Although we conclude that the unit cost levels obtained by most TASC projects are well within acceptable levels, the real test of TASC cost efficiency must be based on comparative cost-benefits.

As indicated previously in this report, the evaluation is limited to process analysis. Therefore cost benefits of the TASC program were assessed in terms of the TASC process vs. alternatives to TASC, i.e., CJS processing. Thus, the cost benefit analysis addresses:

- o TASC costs vs. trial costs
- o TASC plus treatment costs vs. trial plus incarceration costs
- o Societal costs averted during the TASC process

In terms of the first criterion, TASC cost (plus plea negotiation costs which are necessary for the TASC process to proceed) are less then district court costs, regardless of whether or not a jury trial is used. TASC costs are comparable to lower court costs when a jury trial occurs and higher than lower court non-jury trials. For the serious offender, therefore, TASC provides a lower money cost alternative to normal CJS processing.

In terms of the second criterion, TASC plus treatment costs vs. trial plus incarceration costs, TASC provides a lower cost alternative, even to the lowest cost CJS process of lower court non-jury trial plus incarceration in jail rather than prison. Additionally, in non-monetary terms, the TASC route contributes toward reducing jail and prison crowding.

The societal costs averted during the TASC process must be largely accounted for by the reduction in crime due to the removal of clients from illegal activity to support their habit. Even assuming relatively low cost per day habits, the TASC process results in significant cost benefits to the community.

I. Summary

Given a few exceptions, the evaluation team concluded that the TASC projects evaluated have effectively performed the functions of identification and screening, diagnosis and referral, and monitoring. It is clear that there is no standard way to accomplish these functions within the diverse Criminal Justice Systems reviewed during this evaluation. In other words, there is not a clearly defined TASC model. TASC projects must, and have, effectively adapted to their local environments. The result, in terms of comparative cost-benefits, is that TASC offers the CJS a beneficial and cost effective alternative for drug abusing offenders.

APPENDIX A

METHODOLOGY
FOR THE
EVALUATION OF TREATMENT ALTERNATIVES TO
STREET CRIME (TASC), PHASE II

(Adapted from the Final SSI Program Plan
submitted to LEAA on March 18, 1977)

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APPENDIX A

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I. STUDY OBJECTIVES

The basic objective of this evaluation study is to determine the extent to which the National TASC Program fulfills its mandated goals and functions. There are three specified goals. In an effort to break the cycle of drug associated criminal behavior, the first of these goals is to identify and provide treatment for as many addict offenders as possible by providing a mutually acceptable diversion structure to work with the Criminal Justice System and drug abuse treatment programs. A second specified goal is to reduce the human and fiscal costs to society and the Criminal Justice System incurred by addict offenders through their criminal and drug abuse behavior. A third goal, the reduction of criminal recidivism through treatment and rehabilitation, has been specifically excluded from the objectives of this study because it is to be covered by a separate study of treatment outcomes sponsored by the National Institute on Drug Abuse.* Together with the two mandated goals specified, this evaluation is also to consider the three primary functions of TASC projects: screening and identification, diagnosis and referral, and monitoring.

The extent to which TASC fulfills its goals is to be assessed based upon the results of three specific study objectives. The first of these is to assess the ability of TASC projects to properly identify potential clients as they are being processed through the Criminal Justice System. This will include assessing the relative effectiveness of various identification techniques, assessing the thoroughness of the identification process, assessing the projects' effect on jail tensions, and assessing the effectiveness of varying eligibility rules. The second study objective is to evaluate the diagnostic and referral function of TASC projects. This will involve the assessment of the effectiveness of various referral procedures as well as the evaluation of the relationships between TASC projects and the Criminal Justice System, treatment agencies, and community. The third study objective is to assess the effectiveness of the monitoring function and the retention of clients in TASC.

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* Treatment Outcome Prospective Study (TOPS)

Finally, the evaluation will include a cost-benefit analysis of the various functions of the TASC projects as well as the impact of these projects on the communities where they are located.

A. Conceptualization of the Problem

Because the objectives of this study must be focused on operational and process analysis rather than ultimate outcomes, the System Sciences, Inc. conceptualization of the analytical problem is that the study be conducted primarily as the investigation of a system -- a system which works with particular inputs, performs various selection and channelling functions and results in a variety of desirable or undesirable intermediate outputs. This approach to the research problem is covered in some detail in the discussion of the theoretical basis of the study in Section B which follows.

The SSI conceptualization of the study problem also involves consideration of various factors which form the contest in which the evaluation of TASC must take place. The first, and perhaps most important of these considerations, is that an evaluation based on the original or "classic" TASC model would exclude too many of the more varied functions and roles which have developed in response to real local needs. Originally TASC was intended to deal with only pre-trial diversion of heroin addicts, whereas now TASC includes users of all drugs and receives clients from all points of entry into the Criminal Justice System. Since one of the major long-term goals of the National TASC Program is the institutionalization of individual TASC projects, the adaptive variation of TASC functions must be considered both in evaluating the effectiveness of TASC projects and in determining the factors which promote institutionalization.

This evaluation will also consider the effect these variations have on intended program impact, that is, whether an expanded target population tends to increase the proportion of arrestees with lessor offenses or with less severe drug problems, to the exclusion of the more severe offenses or drug problems. Data addressing this issue will be collected as part of both criminal and drug use histories (see data checklist 3.b.(2) & (3)). Uniform Crime Report categories will be used to facilitate comparison with local and national statistics and the NIDA follow-up study, if possible. With respect to severity of drug usage, this study will be concerned with proportion of TASC clients with various drug problems, ranging from hard core opiate addicts to 'soft' drug abusers.

Another consideration affecting this study is that TASC has been evaluated before. Five projects were evaluated in 1974 and an additional five were studied in 1975 as part of a larger study of LEAA's Impact Cities Program. And more recently, a national state-of-the-art evaluation focused on TASC, summarizing past experience and indicating what remained to be done. The current evaluation will build on this initial work.

B. Overall Study Design

The theoretical design of a study primarily directed at process evaluation is difficult even in a static state; in a dynamic operational environment it is an analytic challenge. There is a set of factors which must be taken into consideration in our design in order that the spectrum of TASC projects and functions can be evenhandedly represented in the assessment process. These factors are considered major differences which influence the TASC model and data acquisition and analysis. There are others, but the small study sample size dictates attention to only the major factors, which are:

- Maturity of the TASC Project - how long has it been in operation. Our hypothesis is that the more mature projects have discovered and corrected operational difficulties and arrived at locally effective processes.

- Organizational affiliations - structure of local government in which TASC is located. The operational environment can be significantly different if TASC is an arm of a Health Department or part of the CJS structure. A sub-set of this is whether TASC is still supported by federal start-up funding or is institutionalized as a normal function or local government.

- Geographic location is another variable that we believe will cause differences with the most important differences in process (to respond to regional differences in objectives, drug abuse patterns, and CJS attitudes) and in costs (always subject to regional differences).

- Size of the TASC project, based on client throughput is anticipated to impact on process both in the scope and variety of services and in its interface with the CJS, treatment agencies and community.

The sampling plan (Section II) provides a representative cross-section of these factors.

Within these major variables, our study design is directed to:

- o Organization of TASC
  - sponsoring agency
  - internal structure
  - staffing
  - linkages to CJS
  - linkages to treatment agencies
  - community relationships
- o Client flow
  - identification and referral, eligibility criteria, clients missed
  - acceptance or rejection of TASC, impact on jail tensions
  - TASC outcome (completed, aborted, dropped, referred back to CJS, etc.)
- o Functional effectiveness
  - screening and identification
  - diagnosis and referral
  - monitoring and retention
  - administration
- o Cost analysis
  - budget vs. expenditures
  - functional costs
  - unit costs

The data acquisition (Section III) portion of this plan provides the details of our approach to obtaining descriptive data on the general functional elements, costs, and workloads.

II. SAMPLING PLAN

At the time this evaluation effort was initiated, there were 30 operational TASC projects, which would be sufficiently mature (in operation over 12 months) to be considered for evaluation before the end of the data collection phase of this study. Eleven of these were institutionalized. Seven additional projects were then in existence, but could not be considered as they would not have been in operation over 12 months by the end of the study's data collection period.

It was planned that the System Sciences, Inc. evaluation team would conduct pilot test site visits at two TASC projects, and that the study would be based on visits to an additional 12 projects. This constitutes a 40 percent sample of the universe of 30 eligible projects. Because of the small size of the total TASC universe and the proportionately large sample, the sample selected should include, as much as possible, representatives of the full range of TASC project types. Accordingly, the sample was selected on a stratified basis to be representative of several project attributes including geography, maturity, size, institutionalization and associated parent agency. Figure A-1 presents the distribution of the sample compared with the study universe, where universe data are readily available. The comparison indicates a high degree of correspondence between universe and sample among the compared attributes. Consequently, it was anticipated that such a large and representative sample would provide reliable indicators of the strengths and weaknesses of the National TASC Program as a whole.

Two additional factors impacted on sample selection. The first was an exclusion of projects that had been evaluated by SSI in an earlier effort.* The second was that a heavier weight was assigned to selecting projects supported by direct LEAA grants. These two factors resulted in a proportionately lower sampling of institutionalized projects, and a proportionately higher sampling of newer projects.

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* Evaluation of Five TASC Projects, SSI, 1974.

TASC PROGRAM EVALUATION SAMPLE

(attributes at time of selection)

		Total Eligible Programs N=30	Sample Programs N=12	Optimum 40% Sample
Geography:	East	12*	3	4.8
	South	6	2	2.4
	Middle West	4	4	1.6
	West and Southwest	8	3	3.2
Maturity: (Months of operation 12/1/76)	Under 12	5	4	2.0
	12-18	6	3	2.4
	19-24	4	2	1.6
	Over 24	15	3	6.0
Size: (Average number of clients per month)	10-20	12	7	4.8
	21-30	4	2	1.6
	31-40	9	2	3.6
	Over 40	5	1	2.0
Institutionalized:	Yes	11	3	4.4
	No	19	9	7.6
Parent Agency:	Treatment Oriented		7	
	Drug Treatment Umbrella Agency		(3)	
	Single State Agency		(3)	
	Health Department		(1)	
	Criminal Justice Oriented		5	
	Pre-Trial Agency		(3)	
	Mayor's Coordinating Council		(1)	
	Probation Department		(1)	

* Includes Puerto Rico

FIGURE A-1

We adopted a sampling plan for TASC client record sampling which would net reliable statistics rather than equal probability selection. The reason for this approach was to be sure to acquire an adequate sample of potential clients rejected, successful and unsuccessful terminations, as well as clients admitted by referral source. Where the universe of clients in the study year (generally the most recent 12 month period for which expenditure data were available) was large, we selected the sample sequentially to provide admissions throughout the year. Where N's were small, we sometimes drew all the terminations and/or rejects to obtain an adequate sample. The size of the project client universe had little impact on the size of the sample as illustrated by the following examples.

	Typical Large Project (K)		Typical Small Project (D)	
	N	Sample as % of Category	N	Sample as % of Category
Total Admissions	75	33.8	72	64.3
Successful Terminations	15	100.0	18	69.2
Unsuccessful Terminations	20	13.4	19	37.3
Rejections	50	9.4	29	16.9

III. DATA ACQUISITION

Following are a series of eight checklists giving sources of data and listing data to be collected for each of the tasks specified in the RFP. These data checklists include those elements considered desirable and obtainable at this time. During the data acquisition phase of the study, much of the quantitative data desired from CJS units was not available. However, where possible this gap was filled by qualitative information.

A. Data Checklists

1. TASC project structure. The following checklist was used to obtain information on the internal structure and the administrative operational environment of each TASC project. A preliminary information base, at least the theoretical or proposed structure, was available before each site visit. This helped considerably in effective planning of time and resources prior to each visit.

a. Sources of Data

(1) Grant proposal
(2) Project organizational chart
(3) Project plan
(4) Project reports
(5) Project records
(6) Interviews with project staff
(7) Interviews with representatives of related organizations

b. Data to be Collected

(1) Parent agency
(2) Legal standing of project
(3) Structural association with treatment agencies
(4) Structural association with community organizations
(5) Structural association with CJS
(6) Project Director and assistants
(7) Screening unit
(8) Urinalysis unit
(9) Intake unit
(10) Evaluation unit
(11) Tracking/monitoring unit
(12) Ancillary services
(13) Court coordination unit
(14) Fiscal unit

2. TASC project client throughput. The following checklist contains basic information which is essential for all phases of the evaluation providing an adequate comparison for the functional areas to be assessed.

a. Sources of Data

(1) Client throughput plan
(2) Quarterly Statistical Reports
(3) Internal tracking/monitoring reports
(4) Client records
(5) Project records
(6) Interviews with project personnel

b. Data to be Collected

Counts of persons:
(1) Arrested
(2) Screened by TASC
(3) Having positive urinalysis
(4) Interviewed by TASC, by location
(5) Determined to be eligible
(6) Determined not to be eligible, by reason
(7) Referred
(8) Accepted treatment
(9) Entered treatment
(10) Continuing treatment
(11) Dropped from treatment, by reason
(12) Returned to CJS supervision
(13) Temporarily successful, but did not complete TASC, by reason
(14) Completed treatment and TASC successfully

3. Screening and identification.

a. Sources of Data

(Identified in Jail Setting)

(1) Pre-trial services evaluations/interviews
(2) Jail urinalysis screening results
(3) Jail booking logs
(4) TASC interviewer report forms
(5) Pre-arraignment and arraignment data
(6) Court bail interviewer reports
(7) Interviews with members of jail screening unit

(Identified Outside of Jail Setting)

(8) Interview with TASC Director
(9) TASC Intake reports
(10) Probation/parole records where relevant (post-trial referrals)
(11) Relevant court records (such as pre-trial services) for pre-trial referrals
(12) Eligibility criteria and regulations

b. Data to be Collected

(1) Demographic

(a) Age
(b) Ethnicity
(c) Sex
(d) Educational attainment
(e) Marital status
(f) Military experience
(g) Employment status
(h) Current income

(2) Criminal History (Uniform Crime Reports Categories)

(a) Current charges
(b) Types and numbers of arrests
(c) Types and numbers of convictions
(d) Previous incarceration

(3) Drug Use History

(a) Addiction status (addict, abuser, past user, non-user)
(b) Types, frequencies, quantities of drugs used (ever used, currently using)
(c) Past history of treatment of drug abuse or other psychological problems

(4) Jail Screening Procedures

(a) Existence of centralized lockup (specification of categories of arrest not going to lockup)
(b) Existence of TASC-related mass urine screening program (if yes, location, hours of operation, arrests excluded, written consent, statement made to arrestees concerning consequences of refusal, sanctions for refusal)
(c) Description of staffing, funding, methods of analysis (laboratories, etc.) and confirmation of urine tests, proficiency scores of laboratory, drugs screened for, turnaround times of test
(d) Use of urine test in initial TASC interview of arrestees
(e) Arrestees not eligible for final screening interview
(f) Staff qualifications, experience for final screening

(g) Contents of TASC interview (drug dependence, current charge, past record, methods of confirming statements of arrestees)
(h) Criteria for establishing opiate dependence
(i) Determine extent and causes for potential clients missed

- o Characteristics of missed population

(j) Existence of TASC mechanism for removing or segregating addicts for special treatment

- o Determine obstacles, if mechanism does not exist

(5) Referral Pathways

For each of eleven possible referral pathways, the following information will be gathered:

(a) Details of eligibility criteria
(b) Details of personnel (qualifications, etc.) involved in program
(c) History of program (origin, original criteria, changes over time and reasons for change)
(d) Counts of clients for each pathway

The eleven possible pathways are:

(a) Deferred prosecution (pre-indictment probation)
(b) Pre-trial release on conditional bail (e.g., bail, ROR)
(c) Arrestees not eligible for deferred prosecution or conditional bail but who are in pre-trial detention
(d) Pre-trial jail drug treatment program (TASC related)
(e) Other pre-trial TASC related programs
(f) Post-trial referrals
(g) Post-trial conditional probation
(h) Direct sentence to TASC
(i) Referrals from Probation Department
(j) Referrals from Parole Department
(k) Volunteers to TASC

(6) Inducements to Enter TASC

(a) Benefits accruing to client for each type of referral for successful completion of treatment
(b) Method of approaching clients concerning motivation for treatment, explanations of TASC, legal statutes, etc.

4. Diagnosis and referral

a. Sources of Data

(1) TASC program reports
(2) TASC client records
(3) Discussions with staff members concerned with diagnosis and referral

b. Data to Be Collected

The data for this section can be conveniently grouped into four categories:

- o Description of the diagnosis/referral process in each TASC city
- o Client flow and throughput in the intake unit
- o Description of the referral decision process
- o Direct treatment services in the Intake Unit

(1) Description of the Diagnosis/Referral Process

(a) Presence of central intake (if yes, description of facilities, funding, personnel)
(b) Length of intake procedure
(c) Circumstances under which clients are rejected at intake, and numbers
(d) Operating procedures for clients failing to report to intake
(e) Process of confirming addiction status
(f) Initial medical screening and care
(g) Short-term detoxification
(h) Psychiatric and psychological evaluation
(i) Drug use and criminal history
(j) Referral or in-house psychological testing for appropriate cases
(k) Technique of explaining TASC's aims and objectives, and the TASC client's responsibility
(l) Knowledge/experience of intake workers concerning referral options
(m) Criteria for selecting specific referral routes
(n) Data selection to provide a basis for research and evaluation
(o) Treatment prescriptions/recommendations for clients
(p) Emergency services (housing, welfare, etc.)
(q) Linkages with CJS, treatment and tracking units
(r) Provision for special problems (pregnant addict, adolescence, etc.)
(s) TASC staff background, experience and characteristics
(t) Contracts made with clients and/or treatment facilities

(2) Client Flow and Throughput in Intake Unit

This section is intended to provide by referral source, client characteristics, etc., a description of accepted vs. rejected clients and the nature of referrals from the intake unit.

(3) Description of the Referral Decision Process

(a) Knowledge of individual treatment programs
(b) Criteria by which each interviewer in intake decides upon particular referrals
(c) Extent of available community treatment modalities and available treatment slots

(4) Direct Therapeutic Services

(a) Description of direct treatment modalities and processes
(b) Ancillary services such as vocational rehabilitation, referral and counseling
(c) Therapy during a prolonged intake for problems not handled adequately elsewhere
(d) Crisis intervention

5. Relationships Among TASC, Treatment Agencies and Community

a. Sources of Data

(1) Discussion with TASC Program Director
(2) Discussion with directors of treatment program treating TASC clients
(3) Discussion with treatment personnel most directly concerned with TASC clients
(4) TASC reporting requirements, forms and data
(5) Discussion with representatives of selected community groups

b. Data to be Collected

(1) Issues Surrounding Client Termination

(a) Criteria employed
(b) Format and forms used
(c) Discussion/interaction among treatment programs, TASC and CJS
(d) TASC role in identifying clients doing poorly and TASC response to this

(2) Treatment Programs Reporting Requirements

(a) Frequency
(b) Forms used
(c) Accuracy and promptness of reporting

(3) TASC-Treatment Program Interaction

(a) How programs are selected for referral
(b) How TASC informs the Treatment Program and its counselors of reporting requirements
(c) Existence and description of contracts
(d) How well members of the Treatment Program understand TASC's aim and requirements

(4) Management Styles: active-passive dimension

(5) Relationships with Community

(a) Media views of TASC
(b) Views of TASC expressed by community groups which work with TASC, as identified by TASC director

6. Relationship Between TASC and the Criminal Justice System

a. The Police (and the Arraignment Process)

(1) Sources of Data

(a) Discussion with police department administrators
(b) Discussion with police officers directly involved with TASC (and other diversion programs)
(c) Discussion with Police Department Research/Statistics Branch personnel
(d) Discussion with local bail program officials
(e) Discussion with TASC personnel (on police-TASC relations)
(f) Police records and data on numbers and characteristics of arrestees
(g) Bail records on arrestees and potential or actual TASC clients

(2) Data to be Collected

(a) From collated police records

- Total arrests
- Total drug arrests
- Demographic data on all arrestees and drug arrestees regarding:
  - age
  - race
  - sex
  - previous criminal history, particularly drug-related arrests

(b) From interviews with police administrators and TASC-involved officers

- Police attitudes toward TASC; underlying reasons for present attitudes

- o TASC interventions which cause problems for police
- o How TASC might be altered to improve interaction with police

(c) The Police-Arraignment Process

- o Flow of processing arrestee (from arrest through arraignment)
  - Presence and comparative use of central police lockup vs. processing within each police district
  - Time elapsed between arrest and arraignment
- o Description of local bail programs (ROR, 10% cash)
- o Where in arrest-arraignment process TASC could intervene and where TASC does intervene
- o Effect of TASC on jail tensions
  - Is there a TASC mechanism for identification of addicts prior to detention?
  - Is this identification used to aid in the separation and special treatment of addicted persons?
  - Is there a mechanism for identifying substance abusers in detention facilities?
  - Has TASC reduced the numbers of drug abusers in jail, pre- and post-trial?
  - Has TASC reduced the number of the often arrested, less serious offense arrestees who regularly end up in detention facilities?

(d) Discussion with TASC personnel

- o How TASC perceives police: cooperative, neutral, hostile
- o The presence or absence of TASC liaison with the police department
- o TASC interaction with police department statistics/ research group
- o All of TASC intervention possibilities between arrest and arraignment
- o TASC use of their own interviewers in screening
- o TASC coordination with local bail programs
- o TASC role in the arraignment process

b. The Prosecutor

(1) Sources of Data

(a) Discussion with the DA or Assistant DA
(b) Discussion with members of DA's office who are especially involved with TASC
(c) Prosecutor's data on drug-related cases
(d) Interviews with TASC personnel (on DA-TASC interactions)

(2) Data to be Collected

(a) Flow of CJS processing of arrestees from arrest through post-trial decisions
(b) Possible entry of clients into TASC at all points in CJS system
(c) From DA interviews:

- o Prosecutor's judgment of TASC and its operation
- o DA's ability to alter TASC eligibility requirements
- o DA's willingness to alter eligibility requirements
- o Overall flexibility of TASC's eligibility requirements
- o DA's coordination with TASC (evidence of specialized TASC function within DA's office)
- o DA's authority and influence (in theory and practice):
  - in placing clients in TASC (and keeping clients out)
  - the points where DA can place clients into TASC (e.g., arraignment, preliminary hearing, post-trial)
  - to get post-trial convicts into TASC
- o How DA handles unsuccessful TASC clients
- o DA response regarding successful TASC clients:
  - prosecution withdrawn
  - record expungement
  - varied responsibilities for record expungement

(d) From TASC interviews:

- o Special liaison with DA office
- o Perception of DA office support
- o Evaluation of eligibility criteria (too broad-too narrow)

c. Public Defender

(1) Sources of Data

(a) Interviews with members of Public Defender's Office
(b) Interviews with TASC members (on TASC/PD relations)
(c) Public Defenders records (total cases, drug cases, clients entering TASC)

(2) Data to be Collected

(a) From Public Defender Interviews

- o Support of TASC
- o Legal relationship with TASC
- o Role of Public Defender in:
  - Criminal Justice System
  - placement of clients in TASC
  - decisions regarding TASC unsuccessful cases
  - decisions regarding TASC successful cases (prosecution withdrawn; record expungement)

(b) From TASC Interviews

- o View of relationship between TASC and Public Defender's Office

d. Judiciary

(1) Sources of Data

(a) Discussion with TASC Director and project staff
(b) Discussion with Chief Judge and/or magistrates
(c) Discussion with judges who regularly handle TASC cases
(d) Documentation of court structure and administration (as it relates to TASC clients)

(2) Data to be Collected

(a) Description of structure of court's system
(b) Particular study of court which handles TASC cases
(c) Role in determining eligibility criteria for TASC
(d) Role in "sentencing" clients to TASC
(e) Role in "terminating" clients from TASC
(f) Role in making treatment decisions (e.g., particular program or modality)
(g) TASC functions

- o Description of liaison relationship with judiciary
- o Description of reporting relationship
- o Description of responsibility or authority relationship
- o Whether TASC monitoring promotes more non-jail dispositions
- o Whether pre-trial treatment successes documented by TASC encourages more non-jail dispositions

(h) Judicial Attitudes

- o Assessment of judicial attitudes toward TASC intervention
- o Discussion of negative attitudes (causes, solutions)

e. Probation Department

(1) Sources of Data

(a) Interviews with Probation Department Administrator
(b) Discussion with members of Probation Department most involved with TASC
(c) Interview with TASC personnel (regarding Probation-TASC relations)
(d) Probation Department records on total probationers, drug-involved probationers

(2) Data to be Collected

(a) From Interview with Probation Department Officers and Administrators

- o Structural relationship of Probation Department to TASC
- o Would the Department operate more effectively if
- o TASC were/were not part of the probation enterprise?
- o Does the Department support TASC?
- o Responsibilities of clients with dual status (probationers and TASC clients)
- o Manner in which TASC reports activities of clients to the Department
- o How the Department handles successful and unsuccessful TASC clients
- o Whether TASC monitoring promotes more non-jail dispositions
- o Whether pre-trial treatment successes documented by TASC encourages more non-jail dispositions

(b) From TASC interviews / records

- o Percentage of all clients in TASC coming from probation
- o Percentage of all clients in post-trial status, but not Probation
- o Relationship of TASC to Probation Department

f. Other Criminal Justice Agencies

(1) Sources of Data

(a) Discussion with TASC Program Director and staff
(b) Discussion with local existing pre-trial diversion or intervention agencies.
(c) Discussion with local governmental organization personnel relative to TASC
(d) Discussion with detention/prisons administration
(e) Discussion with drug treatment personnel within detention/prison facilities
(f) Use of TASC diagnosis/referral services and records

(2) Data to be Collected

(a) Coordination Issues

- o Probation/Parole
  - Description of working relationship with TASC
  - Description of any specialized substance abuse treatment units and their relationship to TASC

- Process for referral to TASC of parolees
- Determine whether parole prospects are enhanced by TASC monitoring
- Problem of contractual or service agreements between TASC and these agencies

o Other Pre-Trial Intervention/Diversion Agencies
- Description of agencies
- Criteria for admission
- Extent of working relationship with TASC
- Extent of duplication, if any
- Process for referral from other pre-trial agency to TASC
- Nature of contractual and service agreements between pre-trial agencies and TASC

o Detention/Prison Facilities
- Description of working relationship with TASC
- Description of specialized detox or treatment units within facilities
- Process for referral of clients to TASC
- Extent of TASC screening within prison/detention facilities
- Effect of TASC on detention facility tensions through removal of drug dependent arrestees

(b) Reporting Requirements

o Extent of reporting to other CJS agencies
o Data collected; forms used
o Frequency of reporting
o Utility of information for other CJS agencies

(c) Attitudes Toward TASC

o Willingness to utilize TASC services
o Extent, if any, of pressure to cooperate or coordinate with TASC
o Helpfulness of TASC service to other CJS agencies
o Extent, if any, of "turf" battles with other CJS agencies

(d) Client Flow from the Other CJS Referral Points

o Numbers of clients referred from other CJS agencies
o Problems with referrals (organizational, logistic, legislative)

7. Tracking and Monitoring

a. Sources of Data

(1) TASC client records
(2) TASC program reports
(3) TASC Management Information System output
(4) TASC forms and input guides/documentation
(5) Discussion with tracking/outreach personnel
(6) Discussions with information end users

b. Data to be Collected

(1) Description of the Tracking System

(a) Point where tracking begins
(b) Interval and frequency and mode of tracking transactions
(c) Data sets collected at each interval
(d) Operational definitions of client status terms ("active" "on alert," "graduate," "drop," etc.)
(e) Information collected for end-users and transmitted
(f) In-house evaluation items collected
(g) Nature and quality of forms used
(h) Documentation of tracking system; extent and frequency of in-house training and end-user orientation

(2) Description of the Retrieval System

(a) TASC reaction if a client stops meeting his treatment requirements

- o Letters, telegrams, etc.
- o Telephone contact
- o Tracker attempts at personal contact

(b) Reintegration into treatment procedures if retrieval effort is successful

- o Return to the same program
- o Re-evaluation and re-referrals
- o More strict requirements

(c) Point of outreach abandonment and return of client file for CJS processing

(3) Client Flow and Throughput in the Tracking System

(a) Static and dynamic client flow for each identified client status
(b) Average time interval between admission and successful or unsuccessful termination
(c) Characteristics of clients who "succeed" and clients who "fail"

(4) Reliability and Validity

(a) Recording of tracking transactions

- o Standardized; centralized or dispersed
- o Sole province of one staff person or "shared responsibility"
- o Extent of supervision and review

(b) Checks on information given by service providers
(c) Verification of client-supplied information

(5) Understanding and Use of TASC Reports by Outside End Users

(a) Understanding of operational definitions of client status terms
(b) Activity undertaken by end users as a result of TASC reports
(c) Non-use or infrequent use of reports by any end-users

(6) Minimum Data Set

(a) Any data items collected not used for in-house evaluation or by outside end-users
(b) Any items needed for in-house evaluation or by outside end users presently not collected

(7) Use of Automated Equipment

(a) Description of any automated system or sub-system
(b) Any manual procedures that might be properly automated
(c) Any procedures needlessly automated
(d) Documentation

8. Cost Analysis

a. Sources of Data

(1) Federal grants for projects
(2) Total project funds
(3) Total annual expenditures for projects (CY 1976, appropriate FY, or most recent 12 month period)
(4) Process measures, which are to be compared with cost data, will be obtained as indicated in the preceding client flow and functional checklists

b. Data to be Collected

(1) Process Measures (to be obtained by quarter for entire operational period from start date)

(a) Number of clients screened and interviewed
(b) Number of clients recommended or referred to TASC
(c) Number of clients accepted into TASC
(d) Number of clients in TASC at end of quarter
(e) Frequency of records checks of clients in TASC at end of quarter
(f) Length of time in TASC
(g) Number of successful completions
(h) Number of dropouts with positive outcome, although TASC not completed
(i) Number of dropouts re-arrested
(j) Number of dropouts returned to the CJS for non-compliance or drug use
(k) Number of dropouts split
(l) Number of dropouts to treatment elsewhere
(m) Number of other dropouts

(2) Annual Expenditures by Type

(a) Personnel compensation
(b) Equipment and supplies
(c) Rent and utilities
(d) Consultants and sub-contracts
(e) Travel
(f) Other
(g) Indirect
(h) Total

(3) Annual Expenditures by Function

(a) Screening and identification
(b) Diagnosis and referral
(c) Monitoring and tracking
(d) Court liaison
(e) Administration and management
(f) Total

B. Quality Control

Our quality control process depended primarily on our well-trained, disciplined and experienced team of professionals who are keenly aware of the severe analytic problems caused by imprecise, incomplete or non-standard data acquisition. Our team has worked together on similar evaluations and recognizes fully the importance of ensuring reliable, accurate and comparable data throughout the study.

The quality control procedures employed were based upon our past experience in records extraction, interviewing, data verification, and cost/expenditure data acquisition. Among the most important quality control considerations was to ensure that all data elements to be gathered were precisely defined before the initial test visits, revised as indicated by test visit findings, and used unchanged throughout the remainder of the study period. Also, data collection instruments carefully formatted and structured for all aspects of data acquisition, whether records extraction; interview or observation, to ensure internal consistency and comparability among TASC programs. We have found that reliability and continuity in data collection is most readily accomplished when instrument designers are given full exposure to field problems during the pilot test visits. This procedure was followed in the development phase of this study. An essential adjunct to this process is the maintenance of continuous communication, through oral and written reports, between team members regarding problems encountered and solutions obtained during site visits. This was especially important for this study as site visits extended over a 10 month period.

C. Schedule of Site Visits

The original System Sciences, Inc. plan was to conduct the two pilot test site visits during the third month of the contract period (April) and conduct the 12 study visits during the subsequent 9 months. We did not deviate from this original plan.

Our Site Visit Schedule for all 14 TASC programs is provided in Figure A-2. A major consideration involved in scheduling was to assure that each program had at least 1 year of data available at the time of the site visit. The one year of operation minimum was assured by scheduling the two newest programs during the last two months.

TASC EVALUATION SITE VISIT SCHEDULE

	Month	TASC Projects	Months of Operation at Visit
1977	April	Pilot Test I	33
		Pilot Test II	29
	May	A	42
		L	19
	June	E	18
		H	44
	July	G	19
	September	I	23
		J	45
	October	F	30
	November	C	30
		D	21
	December	K	16
1978	January	B	12

FIGURE A-2

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